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Managing the Nation's Public Lands

January 31, 1981

U.S. Department of the Interior
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Managing the Nation's Public Lands

A Program Report Prepared Pursuant to Requirements of the Federal Land Policy and Management Act of 1976

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United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

Honorable George C. Bush
President of the Senate
Washington, D.C. 20510

Dear Mr. President:

Pursuant to the reporting requirements of Section 311 of the Federal Land Policy and Management Act of 1976 (FLPMA) (90 Stat. 2743, 2768; 43 U.S.C. 1741), the second public lands program report, entitled "Managing the Nation's Public Lands", is enclosed.

The report, prepared by the Bureau of Land Management, contains information, as of October 31, 1980, on the status of the major programs of the Bureau and a budget and performance analysis for each program. It also contains a description of public issues associated with each program.

This report completes the record of the previous Administration's efforts to implement FLPMA. The report has not been reviewed by the present Administration and, therefore, its statements on the Four Year Authorization and on program issues and priorities do not necessarily reflect the policies and views of President Reagan and his Administration. As such the report represents the program and perspectives of the last Administration.

Sincerely,

James G. Watt

SECRETARY

Enclosure

MANAGING THE NATION'S PUBLIC LANDS

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I. Program Overview

A. THE RESOURCES MANAGED BY THE BUREAU

The Bureau of Land Management (BLM) is responsible for achieving balanced and effective multiple use management of publicly owned land. These lands include 174 million acres in the 11 western states and 167 million acres in Alaska. BLM also manages 1.1 billion acres of the Outer Continental Shelf (OCS), and an additional 370 million acres of Federally owned subsurface rights throughout the Nation that are administered by other agencies or underlying privately owned land.

Throughout the last century, to raise revenues and to encourage development of the West, the Federal Government sold or granted vast tracts of public domain land to homesteaders, towns, States, railroads and other private companies. Most of the public domain lands had been acquired through war, treaty or purchase. The Federal Government also reserved millions of additional acres for such uses as national parks and forests, wildlife refuges, and defense installations. The lands that BLM currently manages are lands which, for one reason or another, people felt were unsuitable for the previously mentioned purposes.

The public lands managed by BLM in the western States are now some of America's last wide-open spaces. National attention has turned to the rich resources of the public lands, as ways are sought to meet growing needs for energy, food, timber, minerals, water and recreation. This attention is long overdue and, not surprisingly, has generated controversy and conflict over how to manage and use public land resources. The facts illustrated below indicate that the stakes are high and continue to grow.

- Half of the Nation's coal reserves are in the West, and as much as 60% of that coal is owned by the Federal Government. BLM also administers substantial eastern coal reserves, the largest portion being in Alabama.

- About 80% of the Nation's oil shale--the largest known reserve in the free world--lies under public lands, mostly in Colorado and Utah.

- The public lands (including the Outer Continental Shelf) contain roughly 10% of the Nation's known oil and gas reserves, and much higher percentages of estimated reserves.

- More than 95 million acres of public land are potential sources of geothermal energy.

- Some 35% of the Nation's uranium reserve is found on public land in the Wyoming basin and the Colorado plateau.

- The five major sites of tar sands occur on public lands, and are estimated to contain almost 2 billion barrels of recoverable oil.

- The public lands contain an enormous storehouse of the Nation's non-energy mineral deposits, including some of the world's principal sources of beryllium, molybdenum, antimony, phosphate, and potash.

- More than 21,000 livestock operators graze about 4.5 million head of domestic livestock on the public lands. Four percent of the Nation's beef cattle and 28% of its sheep graze on public lands at some point during their lives.

- About 1.2 billion board feet of timber--enough to build 86,000 three bedroom houses--are harvested from the public lands in an average year. The estimated market value of timber on the public lands is about $15 billion.

- The public spent nearly 200 million visitor days last year at the literally hundreds of unique recreational areas on the public lands. These areas include four Wild and Scenic Rivers, 12 National Trails, 40 Primitive or Outstanding Natural Areas, and 30 special Recreation Areas. In addition, 85 National Natural Landmarks and 20 Research Natural Areas have been designated or proposed on lands administered by BLM.

- BLM manages the largest number of cultural resource areas in the Nation. There are 271 such areas already listed on the National Register of Historic Places; 218 more are pending. Nearly 6000 other areas are qualified for nomination, and inventories are annually identifying an additional 200-500 sites of major cultural significance.

- No single Federal or State agency manages more wildlife habitat than BLM. The public lands are home to one out of every five of the big game animals in the entire United States, including most of the caribou, brown and grizzly bears, and desert bighorn sheep; about 50% of the moose; 65% of the mule deer; and 45% of the antelope. BLM also manages 47 million acres of wetlands, 30 million acres of riparian habitat, 669,000 miles of perennial streams, and nearly 5 million surface acres of lakes and reservoirs. These lands contain over 90,000 miles of prime trout and other sport fish streams.

The magnitude and value of the resources at stake, along with the high potential for conflicting demands and uses, make many of the most pressing domestic resource policy issues facing the Nation into BLM issues. Few other agencies are so centrally involved in so many of the high-visibility problems that occupy the Nation's attention: offshore and onshore oil and gas development, energy facility siting and transcontinental pipelines, coal development, synfuels, nuclear and other hazardous waste disposal, MX missile deployment, timber production, the availability of water and land for urban development, the disappearance of the Nation's open spaces, and many others.

In addition to the production of energy, mineral, forest, wildlife, and cultural resources, the public lands are a huge source of revenues to the Federal and State treasuries. An estimated $6.1 billion were generated in FY 80 and turned over to the Federal Treasury as well as to State and local governments. These revenues are paid by users of the public lands and the OCS in the form of grazing fees; energy and minerals lease sale receipts, royalties, and bonus payments; timber sales; recreation and firewood permits, etc. (More detailed information on these revenues and their distribution is provided in Parts II and III of this report.)

B. THE HISTORY OF BLM'S MISSIONS

In 1785 the Surveyor General began the first survey under the United States rectangular survey system. The first sale of public lands was held in New York City in 1787. New York City at that time was the seat of government of the Congress of the Federation. Similar sales were conducted by the Board of Treasury for 25 years.

To meet demands of pioneers and frontiersmen, Congress established the first land offices in Ohio in 1800, and followed up by establishing The General Land Office by 1812. In 1849, The General Land Office was put under the responsibility of the Secretary of the Interior.

The deteriorating condition of the public lands after the turn of the 20th century, underscored by the drought and depression of the 1920's, resulted in the passage of the Taylor Grazing Act in 1934. Through the U.S. Grazing Service, this was the first effort to actively manage the unreserved public lands. The Act focused narrowly on grazing management, rather than on a broader range of uses. Through language introduced just before passage, the Act perpetuated the assumption that the public lands would eventually be transferred to private ownership.

This assumption was reinforced in 1946 when the Bureau of Land Management was formed, through the merger of The General Land Office and the Grazing Service, to serve as custodial manager of the public lands. BLM's management authority was scattered among a myriad of existing laws involving mining and mineral leasing, grazing, material sales, public land sales, and etc. This made BLM's operations complex, inefficient, often times ad hoc, and reflected a lack of clarity about BLM's mission. Combined with the assumption that the land would eventually be disposed of, this had the effect of limiting the extent to which Congress was willing to provide funding for investments to improve the productivity of the public lands.

By passing the Classification and Multiple Use Act of 1964, Congress clearly expressed its intent to retain the public lands in Federal ownership and to manage the lands for a variety of public uses. In the same year, Congress created the Public Land Law Review Commission to study the issues of public land management and recommend needed changes in policy and authorities.

The Commission's report resulted in the Federal Land Policy and Management Act (FLPMA) of 1976. An earlier version of the Act was introduced a year after the release of the report in 1970. Modified by three Congresses, the Act reflects changing public priorities that had evolved over a decade.

FLPMA clearly establishes the national policy that the public lands shall be retained in Federal ownership and managed for all Americans under the principles of multiple use and sustained yield. The Act mandates that decisions on the use of the lands be based on accurate inventories of the resource base and on comprehensive plans of alternative levels and types of use. Furthermore, the decisions are to be made with the full participation of the public, and a careful balancing of the interests of competing users.

C. CURRENT RESOURCE DEMANDS AND MANAGEMENT EXPECTATIONS

The creation of a comprehensive legislative mandate came at a time when demands on the resources of the public lands were increasing rapidly. The growing scarcity of basic commodities, a rapid shift in the demographic center of the Nation to the West and South, more leisure time, and a growing appreciation of environmental values have all intensified pressures for the use of the public lands. These uses are for such competing purposes as energy production, wildlife habitat, urban growth, wilderness preservation, and recreation as well as for the traditional uses such as livestock grazing, timber production, and mining.

1. What the Public Wants from BLM

As part of a recent, Congressionally mandated fiscal planning effort (the Four-Year Authorization for FY 1982-85), the Bureau of Land Management asked the public to express their needs from and their expectations for the public lands. BLM's State Directors contacted their respective Governors, State officials, State and regional interest groups, and--through BLM's District and Area Managers--county and local officials and individuals, asking them to identify both public land needs and problems with public land management and to suggest opportunities and priorities for the 1980's.

The needs, problems, and issues that the public identified as highest priority generally fall into the six broad categories, summarized below.

a) Improve the productivity of the public lands and the outer continental shelf.

The public wants BLM to improve the productivity of the public lands and the Outer Continental Shelf, with particular emphasis on increased energy production. They also asked BLM to develop the public land resources (rangeland, forests, energy and minerals, etc.) with sensitivity to social, economic and environmental impacts.

b) Improve methods for protecting resource values threatened by changes in land use.

They want BLM to identify potential adverse impacts associated with changes in the use of public lands and to develop and implement measures to protect threatened resource values such as wildlife, cultural or historic sites, and unique natural areas.

c) Develop programs that respond to new demands on the public lands.

They want the Government to:

- accelerate development of oil and gas, oil shale, tar sands, geothermal resources, and strategic minerals;
- analyze in detail the impact of the proposed MX missile system; and
- thoroughly analyze and solve the problems of handling and disposing of hazardous, toxic, and nuclear wastes on public lands.

d) Improve methods for resolving conflicting uses, policies, and procedures.

They want BLM to provide more timely decisions that fully consider State and local concerns and priorities and include more effective public participation. They want to have a better understanding of the potential impacts of alternative land uses. They also want a timely resolution of the water rights conflicts relating to the public lands.

e) Develop programs that respond to BLM's changing management responsibilities.

The public wants BLM to respond quickly to the need for energy transportation systems and energy facility sites; for recreation visitor services; and for protecting and managing "special areas." They also think that social and economic impacts of public land use decisions on communities and individuals should be more adequately considered and mitigated where appropriate.

f) Strengthen and maintain BLM service and support systems for improved efficiency and effectiveness.

The public wants BLM to:

- o complete its inventory and planning work as quickly as possible to facilitate prompt decisions;
- o work to eliminate conflicting and inconsistent statutory and regulatory guidelines;
- o eliminate the backlog of land use applications;
- o dispose of small, isolated tracts of public lands that cannot be efficiently managed; and
- o provide adequate levels of the necessary, mandated technical and administrative support such as cadastral survey, law enforcement, land transactions, fire management, and facility construction and maintenance.

Clearly, one can see the conflict, overlap, and enormity of "what the public wants." BLM does not have unlimited resources to do all that is wanted and, therefore, is forced to make tough choices. In addition, there are existing laws, court decisions, executive orders, etc. that must be complied with.

2. Newly Mandated Responsibilities

As interest in and demands on the resources of the public lands have increased, so too have Congressional, judicial, and Executive mandates for more intensive management, improved protection, and expanded services. Many of these mandates have specific schedules and deadlines for completion. Some of the most notable recent legislative mandates include:

- o completing by 1991 a review of potential wilderness areas;
- o completing by 1991 a review of withdrawls of public land made prior to October 21, 1976;

- preparing and executing a five-year schedule for Outer Continental Shelf oil and gas leasing;

- completing mandated conveyances of public lands to the State of Alaska and to Alaskan native villages and corporations;

- recording all mining claims located prior to passage of FLPMA by 1979 and recording all claims located since passage of FLPMA within 90 days of the date of location;

- processing all existing unintentional trespass cases by October 1981; and

- developing a comprehensive land use plan for the California Desert, one of the largest natural resource planning programs ever undertaken by the Federal Government.

Judicial mandates which have had the greatest impact on the Bureau's management responsibilities include:

- completing 144 environmental impact statements (EIS) for livestock grazing on 170 million acres of public rangeland by 1988;

- completing similar EIS's on forest management in Oregon and portions of California and Idaho by 1982; and

- designating public lands as specifically open or closed to off-road vehicle use by the end of 1987.

Also, numerous recent Executive Orders have mandated the completion of a variety of special surveys and inventories of, for example, cultural, wildlife, wetlands, and endangered species resources prior to permitting the use of public land for development.

As a result of new legislative mandates, a court order, and new Presidential initiatives, the Secretary adopted a comprehensive program to manage federally owned coal. Among the tasks to be accomplished under this program are the initiation of regional lease sales beginning in January 1981 and processing all pending preference right lease applications by December 1984.

When considered in total, and coupled with the public demands described above, these statutory requirements made it imperative that BLM establish a flexible, integrated and responsive management system.

D. THE DEVELOPMENT OF A RESPONSIVE MANAGEMENT SYSTEM

The public tends to describe their concerns about land and resource management as "issues." So do the Congress, the President, State and local officials, and interest groups. There are energy issues, facility-siting issues, OCS issues, mining issues, wilderness protection issues, livestock-grazing issues, and so forth. Similarly, the Bureau's budget and its functional organization are divided into "programs" designed to address one or more of these issues: energy and minerals management, range management, forest management, and the

like. When statutory, judicial, or administrative mandates change, BLM is often expected to rapidly shift available funding and personnel sources from program to program to adjust to new demands. In the long term, however, this is an inefficient and ineffective approach to land and resource management.

As the Congress recognized when it drafted FLPMA, public land management is not simply a matter of administering a series of programs to address separable problems and issues. The central reality of public land management stems from the nature of the lands themselves. BLM manages an intricate natural system whose varied parts--from coal to caribou, watershed to cultural resources--interlock in a seamless ecological system wherein change in one element almost invariably means change in another. FLPMA mandates a management approach which reflects the sensitivity and complexity of this natural system. BLM has developed a management system to meet this FLPMA mandate and to guide its decisions and actions. There are four key elements in this system:

- o accurate and periodically up-dated inventories which supply data for decisionmaking, supported by monitoring of resource conditions on the public lands, to determine the effectiveness of implementation activities;

- o a land-use planning and decisionmaking process that provides a balance among the range of alternative uses and includes extensive public input, and directs BLM's implementation activities;

- o implementation of land use plans, particularly by making on-the-ground improvements that increase productivity and resource values on the public lands; and

- o service, operations and maintenance activities to meet the public's needs, and to provide cost effective protection of existing investments.

The interrelationships among the elements of this management system reflect both the sequential nature of BLM's management activities and the interdependence of BLM programs. Under existing statutes and Executive Orders, for example, BLM cannot issue a coal lease, approve a transmission route, or construct a range improvement project before planning, and impact assessment work is completed. Similarly, BLM cannot legally designate a special environmental area or permit off-road vehicles to use a particular area without first considering the other resources in the area affected and the other uses to which the land might be put. A key to understanding BLM's operation is to realize that a decision made to delay or expedite one BLM program, one resource, or one element of BLM's management system necessarily affects and involves other BLM programs and resources as well.

BLM's management process, if properly implemented, is capable of efficiently, effectively, and fairly resolving many of the conflicting demands placed upon the public lands and of facilitating the development of needed resources while protecting other resource values from inadvertent damage or destruction. Recent appropriation and authorization requests have reflected a strong commitment to this multiple use management approach.

E. BLM's AUTHORIZATIONS AND APPROPRIATIONS

1. The Bureau's Budget

a) Recent Trends in Funding

Over the past decade, appropriations have increased steadily, in large measure due to the increasing public demands and the complexities of FLPMA's new mandates described above.

- o BLM's "operating budget" (excludes shared revenues and payment in lieu of taxes) for its on-going programs has increased more than four fold in 10 years--from $110 million in 1971 to $450 million in 1980.

- o "Permanent appropriations"--those that convey revenues shared with States and counties--have increased even more. As more resources with higher values have developed, the states share of receipts has grown more than four fold in ten years--from $86 million in 1971 to $374 million in 1980.

- o A new appropriation--"Payments in Lieu of Taxes"--was added to BLM's budget in FY 77. This appropriation allocated $108 million in 1980 to local governments using formulas that are primarily based on the amount of Federal lands located within their jurisdiction.

Within BLM's total budget, all funds paid to state and local government increased from $86 million in 1971 to $473 million in 1980, a 550% increase. During the same period, funds available for BLM's operating budget increased 350%.

During this ten-year period, the composition of BLM's "operating budget" has also changed, as illustrated in the following examples:

- o Energy and minerals programs have increased their share most dramatically. These programs were 22 percent of the operating budget in 1980, as opposed to 7 percent in 1971.

- o "Management of renewable resources" (primarily range, forestry and wildlife), represented 42 percent of the total in 1971, but had declined to 27 percent of the total in 1980.

- o Less dramatic but significant declines (in percentage terms) have occurred in the Oregon and California Grant Lands forestry program; and in Acquisition, Construction, and Maintenance.

- o Rangeland management activities and recreation have remained relatively constant as a percentage of the total appropriation.

- o A smaller share of costs (about half as much) goes to administration.

- o Planning and data management costs are now a substantial part of BLM's budget because of statutory requirements.

b) Recent Trends in Employment Ceilings

Increases in BLM employment levels have not kept pace with workload or funding because greater constraints have been placed on personnel than on dollars. Some of this gap is being filled by increased internal efficiencies and increased contracting for some activities with the private sector. Some is being filled with overtime or significant amounts of "donated" time by individual employees. The major part is filled by reliance on temporary, part-time, and WAE employment to avoid adding to full-time permanent employment rolls.

c) BLM's Appropriation Structure

Although BLM's "operating budget" consists of six discrete appropriations, about four-fifths of its funding comes from one appropriation--"Management of Lands and Resources." This account totaled $353 million in FY 80. However, a fundamental element in understanding the management of BLM's budget is that this appropriation is subdivided by congressional committee action into more than 30 controlled categories. While small amounts of funds ($250,000) can be shifted between these categories without congressional approval, considerably less flexibility exists to address new or emerging priorities than might be assumed for an operating budget as large as BLM's.

d) The Current Budget Situation

Although BLM appropriations have increased substantially in recent years, much of the increase is due to (a) inflation and (b) increased workloads.

The effects of inflation can be seen in a recent analysis that shows that in the past five years, the following increases have occurred:

GSA space costs	+ 178%
Telephone and other communication expenses	+ 145%
Utilities	+ 75%
Movement of household goods	+ 87%
Real estate expenses associated with personnel transfers	+ 183%

Another cost of inflation is higher employee salaries, which are based on comparable salaries in the private sector. In FY 81, supplemental appropriations are being sought for $7.6 million.

As BLM's budget is constrained as a part of overall Federal spending control, it must target funds on the most immediate and visable needs and to postpone other less immediate needs.

A third cause of the tightness in BLM's budget is additional workload. In 1980, Congress enacted the Alaska National Interest Lands Conservation Act, the Navajo-Hopi Settlement Act, and about 30 other pieces of legislation related to BLM activities. Also in 1980, BLM issued 36 regulations, as required by the Federal Land Policy and Management Act of 1976 and other laws, that will unavoidably increase BLM's workload.

2. BLM's Four-Year Authorization for FY 1982-85

BLM has recently completed a comprehensive, 18-month effort to develop recommended program authorization levels for BLM programs for FY 82 to FY 85. This effort was required by FLPMA and is commonly referred to as the "Four-Year Authorization". The Department's recommended authorization levels were transmitted to Congress on October 17, 1980. Hearings are anticipated early in 1981, and a Congressional decision on the final levels is required by FY 83. The request was not formally reviewed by the Office of Management and Budget (again as required by law) and represents solely the Department of the Interior's judgments about what are efficient and effective authorization levels for BLM for these four years. BLM's annual appropriations requests will, of course, be determined through the normal Congressional and Executive Branch budget process. (The "Four-Year Authorization" has not yet been reviewed by the Reagan administration.)

The following major initiatives are incorporated into the Four-Year Authorization:

- o More than doubling the number of OCS lease sales per year--from three sales in FY 78 to seven sales by FY 84--as part of the Secretary's accelerated five year schedule for oil and gas leasing on the OCS.

- o Meeting the Department's coal leasing schedule under the new Federal coal management program. Under this program, the first regular full scale competitive sale since the 1971 moratorium on coal leasing was held in January 1981; two additional regional sales are scheduled for FY 81; and sales are scheduled for one coal region during FY 82, three during FY 83, and four during FY 84.
- o Continuing support to conduct a new competitive leasing program for private oil and gas exploration and development in the National Petroleum Reserve in Alaska.

- o Focusing resources on developing such other sources of energy as geothermal, oil shale and tar sands. Under recent Secretarial decisions, the Department plans to issue the first lease sale under a prototype oil shale program in FY 83 and the first lease sale under a permanent oil shale program in FY 85. The first lease sale under a new tar sands program is planned for FY 84.

- o Accelerating the wilderness review schedule to:

  - complete the process by 1987, four years ahead of the 1991 deadline required by FLPMA,

- expedite reviews in the Overthrust Belt and other areas with the potential for energy development,

- protect Congressionally designated wilderness areas as soon as possible, and

- allow development in nondesignated areas as soon as possible.

o Placing heavy emphasis on implementation of on-the-ground improvements for the public rangelands. Over $180 million would be authorized for improvement projects, reducing the large backlogs in rangeland and wildlife management projects, and placing over 114 million acres of rangeland under intensive management. In addition, roughly 80% of the court-mandated EIS's will be completed by 1985, and for the first time BLM will have accurate inventory data on over 60% of the public rangelands. Finally, BLM would have an on-going monitoring program to track trends in range conditions and provide information on the on-the-ground results of the program.

o Protecting the most significant cultural resources which have been identified on the public lands and preparing cultural resource inventories to support other programs such as energy and minerals and recreation.

o Implementing the California Desert Plan, with particular emphasis on recreation (including ORV's), energy and minerals, rangeland management, cultural resources, and wildlife resources.

o Reducing the time required to process routine land transactions from 360 days to 210 days or less by 1985. Immediate reductions of backlogged land transactions will occur, and the backlog will be eliminated by 1990.

At the same time, the requested authorization levels are based on some difficult decisions that resulted from the natural tension between the desire to fund the ideal program, and the recognition of both administrative limitations on the rate of program expansion and the need for fiscal restraint. The tradeoffs that were made can be categorized generally as:

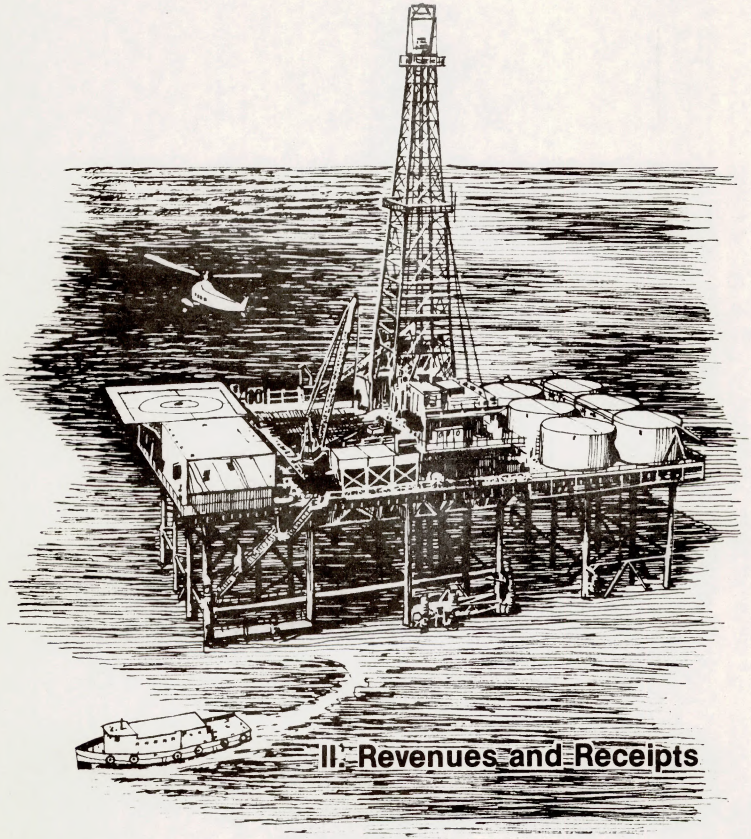
o the decision to target more precisely and control the costs of the collection of the resource data that supports specific management decisions, for example, in programs such as rangeland inventory and the OCS environmental studies;

o the decision to moderate the rate of implementing in certain programs, owing to the particularly high costs of rapid implementation and/or the fact that they are not integrally tied to energy programs, range improvements, or critical resource protection activities, for example, construction of new administrative buildings, visitor service facilities, roads, campsites, and other recreation facilities;

- the decision to moderate the rate at which service backlogs are reduced, for example, processing non-energy mineral patent application; and

- the decision to moderate funding increases in programs where technological or personnel innovations stand a good chance of generating future cost efficiencies or personnel savings, for example, data management.

The Four-Year Authorization request incorporates, for the first time, a full understanding of and accounting estimates for the management complexities involved in meeting FLPMA's multiple-use mandate.



II. Revenues and Receipts

II. REVENUES AND RECEIPTS

The Bureau of Land Management is a primary collector of revenues from the public that arise out of business type activities of the Federal Government. Gross receipts from the sale, lease and use of public lands and resources have been increasing steadily, and totaled about $6 billion in FY 80. Of this amount, $419.6 million will be returned to the states, $267.5 million was given Reclamation fund, $42.1 million was given to other Federal agencies, and the remaining $5,492 million went into the general fund of the U.S. Treasury. An additional 1.2 billion was deposited in special OCS accounts in the Treasury. By comparison, only $478 million (less than 8%) was then appropriated from the Treasury to BLM for operating expenses in FY 80. This is a ratio of $12.76 collected for every $1 appropriated.

```
                  |---> States $419.
                  |
BLM FY 80           |---> Reclamation $267.
Gross Receipts      |
$6,332.               |---> BIA $ 0.2
                      |
                        |---> Other Agencies $42.1
(all figures in millions)  |
                           |---> O&C Counties $49.0
                           |
                             |---> Range Improvements $13.0
                             |
                               |---> U.S. Treasury $5,492
                               |      |
                               |      ---> to BLM $478.
                               |      |
                               |      ---> OCS Special Account $1,200
```

The development and use of the public lands and resources managed by BLM generate receipts from a variety of sources. Bonus bids and royalties from Outer Continental Shelf (OCS) leasing account for the vast majority of receipts, $5.3 billion or roughly 86% of total receipts in fiscal year 1980. Accelerating interest in energy and mineral exploration on public lands is strongly reflected in the increasing 1979, 1980, and projected 1981 receipts from BLM's mineral leasing programs--a trend that became most notable in 1973 when international energy supplies became increasingly unstable and costly. Although still significant, receipts from timber sales on the public lands have recently decreased because of the depressed condition of the housing industry. Timber receipts were $216 million in FY 80. BLM also generates receipts from a variety of other sources, including sales of public lands and materials, fees and commissions, grazing, and right-of-way leases. These are summarized in the table on the next page.

Once received, receipts are allocated to a variety of funds. OCS receipts are deposited in both the General Fund and a special Treasury account pending resolution of disputes over the distribution of revenue from leased lands.

BLM's other receipts are allocated to States and counties, the reclamation fund for Federal lands, other government agencies, Indian trust funds, the fund established for range improvements, and the Oregon and California Grant Land Fund for forest management.

RECEIPTS BY SOURCE

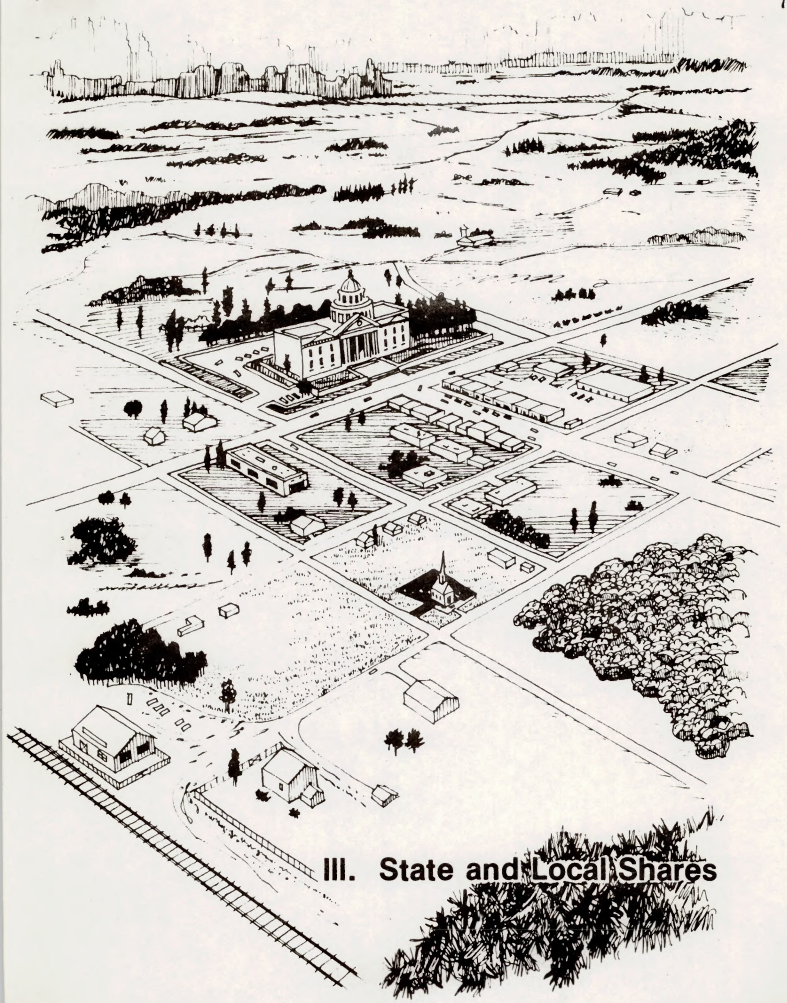
The following table shows actual receipts of the Bureau of Land Management for Fiscal Years 1977, 1978, 1979, and 1980 and estimated receipts for Fiscal Years 1981, and 1982.

(all figures in thousands)

	1977 Actual	1978 Actual	1979 Actual	1980 Actual	1981 Estimated	1982 Estimated
Sales, Public Land Materials	$2,816.	1,609.	9,240.	7,756.	7,000.	7,000.
Fees and Commissions	26,791.	31,814.	39,730.	28,593.	45,000.	45,000.
Mineral Leasing a/	344,518.	402,286.	453,514.	682,129.	824,000.	1,120,000.
Mineral Leasing, OCS	2,372,984.	2,259,308.	3,267,377.	5,353,638. b/	7,801,000.	9,939,000.
Grazing Fees	17,588.	16,317.	19,877.	24,601.	27,850.	29,952.
Right-of-Way Leases	691.	862.	869.	899.	800.	800.
Timber Sales	235,298.	195,393.	218,208.	216,109.	255,000.	343,190.
Rent of Land	2,745.	4,481.	286.	1,978.	35,847.	45,679.
Miscellaneous Receipts	7,105.	16,298.	10,178.	16,347.	15,050.	15,050.
TOTAL	$3,009,914.	2,928,368.	4,019,279.	6,332,050.	9,011,547.	11,545,671.

a/ Includes Mineral Leasing receipts collected by BLM and transferred to other agencies for distribution

b/ Includes 1.2 billion deposited into Treasury special OCS account.



III. State and Local Shares

III. STATE AND LOCAL SHARES

The Bureau of Land Management's most direct fiscal impact upon public land, States, and localities is through revenue sharing and other direct payments. In the decade 1971 through 1980, State and local governments in the public land States received $2.1 billion from BLM as their share of revenues collected from the lease or sale of public lands resources and as in-lieu payments for tax-exempt lands. The amount of money going to these States each year rose from $90.6 million in 1971 to $419 million in 1980.

A. REVENUE SHARING

Each State in the lower 48 receives 50% of all mineral leasing revenues collected from public lands within its boundaries; the State of Alaska receives 75.6% of all oil and gas royalties and 88.2% of all other mineral rents and bonuses. These percentages will not apply to the National Petroleum Reserve in Alaska (NPRA). No leasing has occurred in the NPRA to date.

Receipts are generated from mineral leasing (oil and gas, coal, and other leasable minerals), hardrock mineral development, grazing fees, timber sales, and other user fees.

The dominant source of revenue is the mineral leasing program. Actual onshore mineral receipts amounted to $402 million in 1978, increased to $486 million in 1979, and are expected to go to $682 million in fiscal year 1980. The following table on the distribution of BLM receipts to States during fiscal year 1980 indicates the sources of revenue sharing and shows the dominant contribution of mineral leases and permits.

B. PAYMENTS IN LIEU OF TAXES

State governments in the West are the principal beneficiaries of the 1976 Payments in Lieu of Taxes Act. This law was passed to provide Federal payments to those areas where large portions of land are in Federal ownership and, therefore, exempt from local property taxes. Serving as a supplement to revenue sharing funds, Payments in Lieu of Taxes (PILT) are made directly to local governments and may be used for any governmental purpose.

Lands eligible for PILT consist of federally owned lands in the National Forest System and the National Park System, lands administered by BLM, lands dedicated to the use of Federal water resource development, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and effective as of FY 79, National Wildlife Reserve Areas, inactive and semi-active Army installations, and certain lands donated to the United States Government.

Since PILT payments were started on September 30, 1977, over $409 million has been paid to the States; about $103 million of that amount was paid in FY 80. The following table lists PILT payments to the States in FY 79 and FY 80.

C. MINERAL RECEIPT SHARING

FLPMA amended the Mineral Leasing Act to raise the States' share of Federal mineral receipts from 37.5% percent to 50%. FLPMA also liberalized the use of these funds, stating that they could be used for any purpose a State legislature directs, with priority to be given to the State subdivisions that are socially or economically impacted by Federal energy development.

PAYMENTS IN LIEU OF TAXES

FY 1979

Alabama	124,533.00
Alaska	3,632,176.00
Arizona	6,782,259.00
Arkansas	2,502,903.00
California	13,667,619.00
Colorado	7,098,038.00 *
Connecticut	4,328.00
Delaware	4,313.00
District of Columbia	4,484.00
Florida	1,631,231.00
Georgia	669,905.00
Guam	486.00
Hawaii	21,505.00
Idaho	6,353,182.00
Illinois	279,943.00
Indiana	259,405.00
Iowa	112,314.00
Kansas	345,575.00
Kentucky	631,139.00
Lousiana	120,682.00
Maine	45,888.00
Maryland	122,461.00
Massachusetts	134,825.00
Michigan	1,447,101.00
Minnesota	1,305,115.00
Mississippi	337,764.00
Missouri	867,764.00
Montana	10,794,869.00
Nebraska	343,142.00 *
Nevada	6,166,897.00 *
New Hampshire	232,493.00
New Jersey	125,727.00
New Mexico	9,648,386.00
New York	31,857.00
North Carolina	847,274.00
North Dakota	677,605.00
Ohio	305,807.00
Oklahoma	848,292.00
Oregon	2,999,294.00
Pennsylvania	322,856.00
Puerto Rico	15,185.00
Rhode Island	1,313.00
South Carolina	87,975.00
South Dakota	2,331,830.00 *
Tennessee	555,188.00
Texas	1,186,013.00
Utah	8,868,907.00
Vermont	53,564.00
Virginia	1,334,131.00
Virgin Islands	13,741.00
Washington	2,853,179.00
West Virginia	706,066.00
Wisconsin	537,941.00
Wyoming	4,804,106.00 *
	105,215,576.00

* Includes $1,288,088 paid from FY 1978 funds

FY 1980

Alabama	114,447.00
Alaska	4,079,527.00
Arizona	7,613,690.00
Arkansas	1,657,682.00
California	12,760,936.00 *
Colorado	7,507,361.00
Connecticut	4,862.00
Delaware	4,846.00
District of Columbia	5,035.00
Florida	2,038,497.00
Georgia	780,160.00
Guam	227.00
Hawaii	38,201.00
Idaho	6,707,865.00
Illinois	322,101.00
Indiana	314,577.00
Iowa	126,783.00
Kansas	347,487.00
Kentucky	736,003.00
Louisiana	134,302.00
Maine	50,794.00
Maryland	144,815.00
Massachusetts	156,502.00
Michigan	1,609,278.00
Minnesota	1,474,132.00
Mississippi	426,789.00
Missouri	1,030,016.00
Montana	8,078,067.00
Nebraska	328,876.00
Nevada	5,200,468.00
New Hampshire	297,144.00
New Jersey	158,024.00
New Mexico	9,589,751.00
New York	195,824.00
North Carolina	894,494.00
North Dakota	571,552.00
Ohio	420,170.00
Oklahoma	784,538.00
Oregon	2,831,037.00
Pennsylvania	493,893.00
Puerto Rico	16,728.00
Rhode Island	1,475.00
South Carolina	98,834.00
South Dakota	2,019,329.00
Tennessee	651,196.00
Texas	1,301,686.00
Utah	8,146,654.00
Vermont	135,081.00
Virginia	1,465,504.00
Virgin Islands	20,475.00
Washington	1,454,578.00
West Virginia	797,407.00
Wisconsin	734,987.00
Wyoming	6,550,736.00
TOTAL	103,425,423.00 *

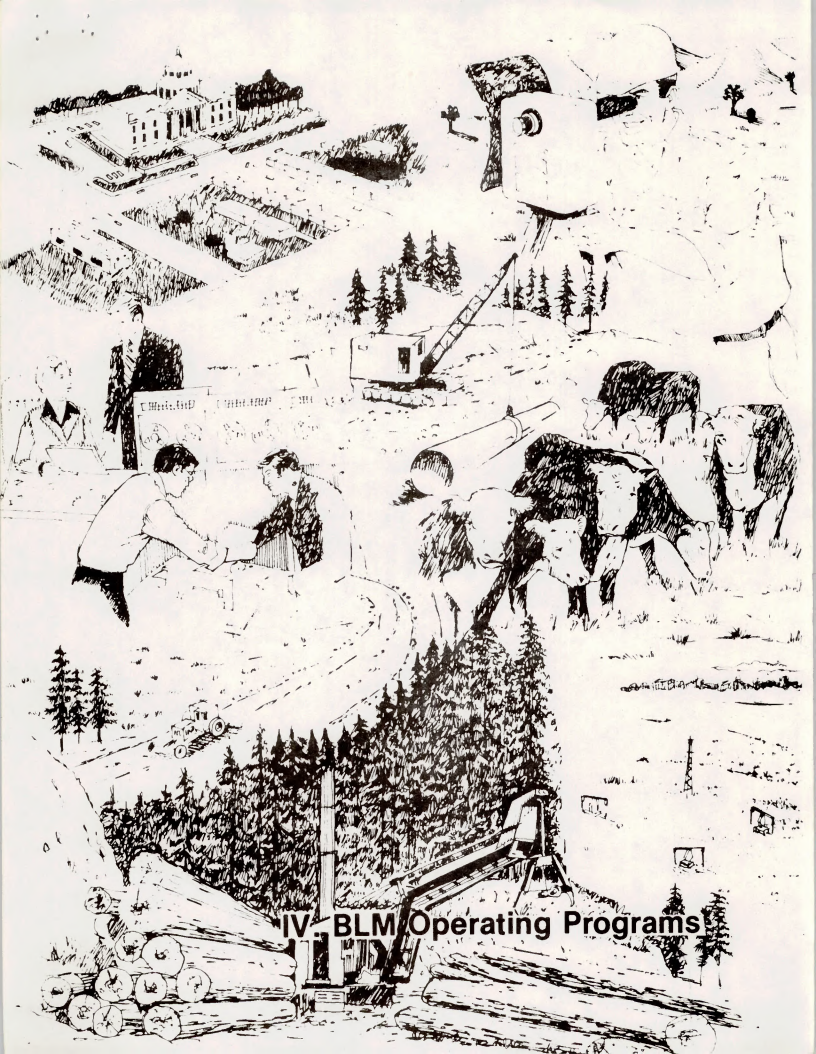
* Includes $1,284,402.00 paid from FY 1978 and FY 1979 funds

PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES

AS OF SEPTEMBER 30, 1980

States	Mineral Leases and Permits	Forage Receipts Outside Taylor Grazing Districts	Forage Receipts Inside Taylor Grazing Districts	Sale of Public Land and Timber	Other	Total
Alabama	12,142	--	--	--	--	12,142
Alaska	1,580,736	--	--	34,593	--	1,615,329
Arizona	1,708,383	140,716	133,723	1,468	1,653	1,985,947
Arkansas	161,813	--	--	--	--	161,813
California	17,676,361	143,683	59,504	18,124	--	17,897,674
Colorado	20,258,490	50,767	89,807	13,428	2,492	20,414,986
Florida	1,976	--	--	--	--	1,976
Idaho	2,661,205	36,932	245,076	39,752	384	2,983,351
Kansas	878,325	118	--	--	--	878,443
Louisiana	800,913	--	--	104	--	801,017
Michigan	34,002	--	--	--	--	34,002
Mississippi	24,114	--	--	--	--	24,114
Montana	8,233,982	141,544	161,627	14,652	588,871	9,140,679
Nebraska	102,986	1,240	--	--	--	104,226
Nevada	6,939,325	42,904	399,037	301,835	--	7,683,103
New Mexico	92,138,249	236,131	288,811	5,564	18,518	92,687,275
North Dakota	2,311,675	8,540	--	8	--	2,320,224
Oklahoma	1,507,735	154	--	--	23,635	1,531,525
Oregon	195,785	50,804	213,229	473,391	97,297,098	98,230,308
South Dakota	657,586	67,658	--	804	--	726,049
Utah	14,938,133	--	177,917	2,682	1,236	15,119,970
Washington	43,281	26,319	--	570	--	70,171
Wyoming	95,100,847	445,446	250,252	14,016	20	95,810,582
Total	267,968,044	1,392,956	2,018,983	920,991	97,933,907	370,234,906

Totals may not add because of rounding



IV. BLM Operating Programs

A. Planning and Inventory Management

INTRODUCTION

The following sections summarize BLM's activities in fiscal year 1980. Activities occurring between the close of the fiscal year and the publication of this report will be summarized in the FY 81 report. Each program chapter has six parts: (1) a brief background discussion; (2) a progress report; (3) a description of current public issues associated with the program; (4) a section on budget; 5) a description of evaluations and audits underway, completed or planned in FY 80 and (6) a brief discussion of each program's relationship to other programs in BLM. The chapters on Areas of Critical Environmental Concern, the California Desert Plan, and Special Projects do not include the section on budget. Areas of Critical Environmental Concern and the California Desert Plan are funded from a number of different programs, and Special Projects receives reimbursement from outside BLM. The FY 80 appropriation (see budget sections) is adjusted to include supplementals (including pay) and reprogramming. The appendix provides a brief description of the organizational structure of BLM.

A.1. PLANNING AND INVENTORY MANAGEMENT

a) Program Description

FLPMA directed that BLM prepare and maintain an inventory of and develop land use plans for all of the public lands. To fulfill these requirements, BLM developed comprehensive resource management planning regulations which became effective on September 6, 1979. Since that time, BLM has begun to develop procedures and processes to implement those regulations and provide for an orderly transition from its old planning system (Management Framework Plans) to its new system (Resource Management Plans).

The new planning process is the core of BLM's resource management decision-making. It provides for interdisciplinary resource planning regulations for the public lands and their resources. Plans prepared under these regulations form the basis for making decisions on the protection and management of critical areas and the allocation of public lands between uses or levels of use, including:

- which wilderness study areas should be recommended as suitable or unsuitable for the National Wilderness Preservation System;
- which areas qualify for special attention as Areas of Critical Environmental Concern;
- which lands are acceptable for further consideration for coal leasing and which are not;
- which areas will be available for off-road vehicle use;
- which lands are suitable for timber production;
- which areas to allocate for wildlife, wild horses, and domestic livestock use while protecting the soil and vegetative cover;
- and many others

Even for resources which under the law are not to be included in plans, such as locatable minerals under the 1872 Mining Law, planning is important for framing BLM decisions for mining access, mitigation of any adverse impacts, and protecting other public users on adjacent lands.

All plans begun in fiscal year 1981 and thereafter will be developed under the new regulations. The regulations provide, however, for completing management framework plans already underway and in different stages of development when the regulations were published. Accordingly, on December 3, 1979, a notice was published in the Federal Register indicating those portions of the new regulations that will apply to ongoing plans. Additionally, BLM intends to make maximum use of the plan amendment process. Use of the amendment process with existing Management Framework Plans (MFPs) accelerates the response time of the planning process to new proposals, developments, or policies. This management tool will most effectively meet energy proposals or

program requirements that need immediate attention.

Inventory management requirements are being facilitated through a Bureauwide inventory coordination system which will be installed during FY 81. Our objective is to provide a means for making better and more cost efffective decisions about inventory needs.

b) Progress Report

New planning regulations became effective on September 6, 1979, and BLM has focused on five pilot RMP efforts as a way to develop efficient operational procedures for implementing these regulations. Given their first years experience, major effort will be devoted, in 1981, to the identification of time saving steps and efficiencies for incorporation into the planning process.

The FLPMA-directed California Desert Conservation Area (CDCA) land use plan was completed as scheduled. The proposed plan and FEIS were issued on September 30, 1980. Public participation in the preparation of the CDCA plan was sought and received with extraordinary success. All of the public comments were analyzed and used in developing the Proposed CDCA plan and Final Environmental Impact Statement.

c) Issues

A perception is growing among some groups that the regulations and BLM procedures generate an unreasonably complex and time comsuming planning process. BLM is concerned with this issue and is increasing the use of the timesaving MFP amendment process. BLM also is studying a number of new ways to streamline the procedures in the planning regulations and reduce time requirements where possible.

Another significant concern is the rising costs of resource inventories and the need to assure an adequate base of information for sound, defensible decisions. In late FY 80, BLM initiated an effort to guide and coordinate inventory activities and to establish standards and policy to assure that inventories are consistent with the actual requirements of public land resource decisions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director for Lands and Resources
Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1711, 1731, 1732, 1781; Bureau of Land Management Appropriation Authorization of 1978, P.L. 95-352, 43 U.S.C. 1748; Federal Coal Leasing Amendments of 1976, P.L. 94-377; Naval Petroleum Reserve Production Act of 1976, P.L. 94-248, 43 U.S.C. 6501

3) Funding

	1979	1980	1981
Authorization ($000's)	12,800	11,791	11,000
Appropriation ($000's)	11,044	15,600	15,600 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Planning and Data Management
Subactivity: Multiple Use Planning

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	12,272	12,340	12,999	15,600
Work Years	435	435	439	409

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
Transition Unit Resource Analysis (Number)	35	45	27
Transition Management Framework Plans (Number)	67	26	27
Preplanning Area Analysis (Number)	27	16	21
Planning Criteria (Number)	N/A	N/A	18
Management Situation Analysis (Number)	N/A	N/A	2
Alternative Development (Number)	N/A	N/A	2

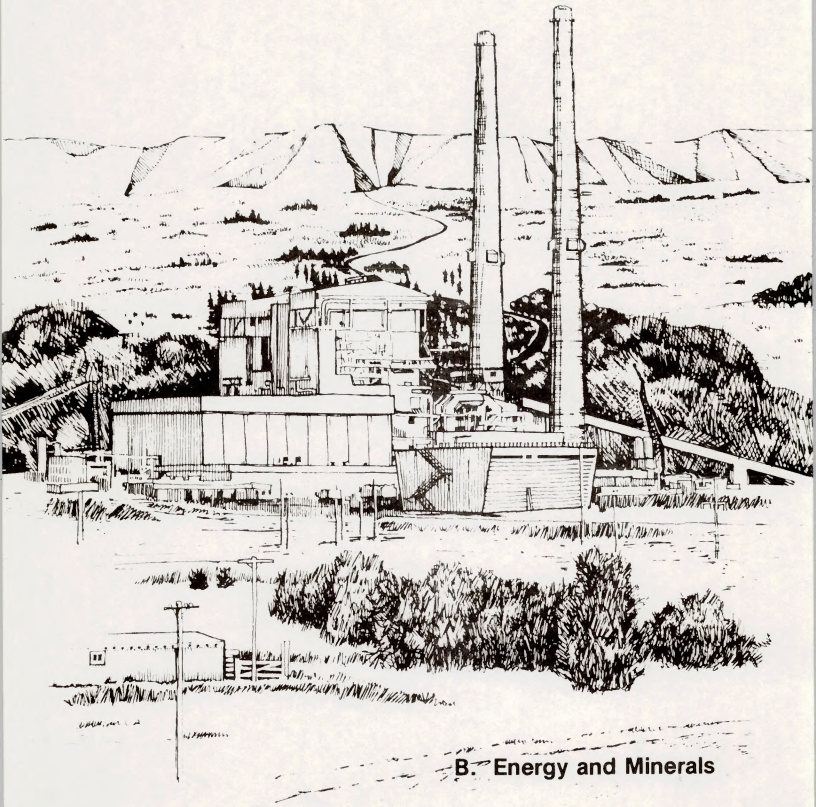
e) Evaluations Planned

Organization: Bureau of Land Management, Department of the Interior

Title and Date: Oregon State Office P&EC Functional, January 5, 1981

e) Relationship to Other Programs

Inventory and planning affects all of BLM's resource programs directly and indirectly affects technical and administrative support programs. The nature of these relationships is explained in detail in each of the following program discussions.



B. Energy and Minerals

B.1. Oil and Gas Leasing

a) Program Description

Under the terms of the Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947, BLM is responsible for oil and gas leasing on about 520 million acres of public lands and national forests, acquired land, and private land where mineral rights have been retained by the Federal Government.

The Geological Survey (GS) estimates that the Nation's oil reserves amount to about 35 billion barrels, of which about 90% are onshore and 4.5% are on Federal lands. Total remaining recoverable gas reserves are estimated at 208 trillion cubic feet, of which 83% are onshore and 6.1% are on Federal lands.

The Mineral Leasing Act provides for both competitive and noncompetitive oil and gas leasing. The differences are described in the chart below. Roughly 97% of all Federal leasing is noncompetitive. Currently, the greatest activity in these leases is in Colorado, Montana, New Mexico, Utah, and Wyoming. Individual lessees are limited to a total lease acreage of 246,080 in any State, except Alaska.

	Noncompetitive Leases	Competitive Lease
Leasing Method	Over the counter to the first qualified applicant. Surrendered leases are reoffered by lottery from all applications filed for the surrendered lease.	Issued on a bonus bid basis**
Location	Lands not previously leased and outside a Known Geologic Structure (KGS)	Inside a Known Geologic Structure (KGS)
Size	Up to 10,240 acres	Up to 640 acres
Annual Rental	$1 per acre	$2 per acre
Lease Period	For up to ten years, but can be extended when production is established	For up to five years, but can be extended when production is established*
Royalities on Production	12.5% on oil and gas	12.5% to 25% on oil 12.5% to 16.66% on gas

**A bonus is the per-acre cash amount an applicant bids on a lease tract. The lease is issued to the applicant with the highest bonus bid.
*and in other statutory conditions, such as drilling on the last day of a lease

b) Progress Report

On February 29, 1980, the Secretary of the Interior suspended noncompetitive oil and gas leasing as the result of the discovery of apparently widespread fraudulent filing practices. An ongoing investigative task force was created in cooperation with the U.S. Attorney in Denver, Colorado.

Leasing in response to pending applications was resumed on May 1, 1980, and "new" leasing was resumed on June 16, 1980, subsequent to the implementation of a number of regulatory and administrative changes designed to identify and eliminate abuse. These changes include: the adoption of major regulatory revisions of the simultaneous oil and gas (SOG) leasing procedure on May 23, 1980; redesign of BLM leasing forms; establishment of a new system for the assignment of record title to an oil and gas lease; accelerated implementation of automated procedures; interim automated monitoring of SOG leasing through an outside contractor; and the creation of a procedure to clear each application against the current results of the ongoing investigation prior to lease issuance.

In the wake of this suspension, leasing returned to its previous level on an annual basis. The rate of leasing in 1980 remained unchanged from 1979, although about one third fewer leases were issued due to the four month suspension. The amount of acreage leased, however, was about equal to the 1979 level, despite the suspension, due to an increase in average tract size from 250 to 1,100 acres.

c) Issues

1) Debate continues on the proper balance of competitive versus noncompetitive leasing required to encourage exploration and development while ensuring that the public is properly compensated for the depletion of its resources.

2) Minimal diligence requirements exist for the exploration and development of federal lands. More than 75% of all leases issued by BLM expire without being subjected to exploration.

3) No leasing method has as yet been selected for noncompetitive leasing of acquired military lands.

4) Industry interest in Federal leases is at an unprecedented level due to the increased value of oil and gas. Areas which never before attracted significant attention are now subject to intense interest. BLM is developing the capability to deal with this dramatic increase in interest.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator:	Assistant Director, Energy and Mineral Resources
Field Administrators:	State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq.; Mineral Leasing Act, P.L. 66-146, 30 U.S.C. 226 et seq.; Mineral Leasing Act for Acquired Lands, P.L. 80-382, 30 U.S.C. 351 et seq.; Bureau of Land Management Appropriation Authorization of 1978, P.L. 95-352, 43 U.S.C. 1748

3) Funding

	1979	1980	1981
Authorization ($000's)	9,600	11,357	12,907
Appropriation ($000's)	10,169	9,965	16,254 (to date)

4) Appropriation Structure

Title:	Management of Lands and Resources
Activity:	Energy and Minerals Management
Subactivity:	Energy Onshore
Component	Oil and Gas

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	7,474	8,820	10,162	15,138
Work Years	386	446	427	357

6) Performance

	1979 Actual	1980 Actual	1981 Planned
Leases Issued	11,356	9,000	12,000
Development Plans Reviewed	3,500	3,600	4,500
Compliance Checks	11,200	11,300	12,500
Assignments	28,400	31,200	34,800
Simultaneous Oil and Gas Lease Applications Processed (in millions)	3.5	2	4.5

e) Audits Completed

Organization: General Accounting Office (GAO)

Title and Date: GAO Audit Report of Impact of Making the Onshore Oil and Gas Leasing System More Competitive, March 14, 1980 (EMD-80-60)

Major Findings: GAO expressed the view that bill S-1637 was not based upon sufficient data and analyses and that it posed such great uncertainties that enactment was not recommended.

Subsequent Actions: BLM found the report to be replete with inadequacies and misrepresentations. BLM stressed a need for closer working relationship with GAO in order to improve the quality and usefullness of their reports.

f) Audits Planned

Organization: Office of the Inspector General

Title: Post Installation Review of the Automated Simultaneous Oil and Gas Leasing System

Organization: General Accounting Office

Title: Opportunities Exist for More Federal Oil and Gas Exploration and Development

g) Relationships to other Programs

BLM applies multiple use principles prior to lease issuance through the BLM planning system. GS is considered the Department of Interior's technical experts responsible for the supervision of drilling and production as well as collection of royalties, after-lease issuance and with classification authority for identifying lands within Known Geologic Structure. The Fish and Wildlife Service issues biological opinions in areas where federally listed threatened endangered species occur.

B.2. ENERGY ON THE OUTER CONTINENTAL SHELF

a) Program Description

The Outer Continental Shelf Lands Act of 1953 as amended in 1978, established Federal jurisdiction over approximately 1.1 billion acres of submerged lands on the continental shelf seaward of State boundaries. The Act charged the Secretary of the Interior with responsibility for administering mineral exploration and development on the Outer Continental Shelf (OCS). It also empowered the Secretary to formulate regulations so that provisions of the Act might be met. To carry out this mandate, the Secretary designated the Bureau of Land Management as the administrative agency responsible for supervising leasing and the Geological Survey (GS) as the agency responsible for overseeing exploration and development operations on the Outer Continental Shelf. In this role, BLM is directed to provide for orderly and timely development of OCS oil and gas resources, to provide for protecting the environment concomitant with development of mineral resources, and to assure receipt of fair market value for offshore resources.

Since 1953, over 18,000 wells have been drilled on more than 3,700 leases. About 5 billion barrels of oil and 45 trillion cubic feet of gas have been produced yielding more than $40 billion in revenues to the Treasury. The OCS is expected to remain a vital source of oil and gas in the near future. While estimated known reserves total about 3.4 billion barrels of oil and 38.7 trillion cubic feet of natural gas, estimates of potential undiscovered recoverable resources run as high as 38 billion barrels of oil and 139 trillion cubic feet of gas.

During the past 25 years, the percentage of total U.S. production of oil and natural gas which originates in the Outer Continental Shelf has increased from less than 1 percent to more than 9 percent for oil and 22 percent for gas. Through 1975, OCS leasing activity was confined almost entirely to the Gulf of Mexico and a small area in the Santa Barbara channel off Southern California. Recognizing that the growing national demand for oil and gas warranted increased OCS development, the Department of the Interior issued a five-year OCS Oil and Gas Leasing Schedule in June 1980, in accordance with Section 18 of the OCS Lands Act Amendments.

The OCS leasing process and the new five-year leasing schedule, the Intergovernmental Planning Program, and the Environmental Studies Program are the key areas of BLM involvement in the Department's OCS program.

The appropriate regional OCS Office with responsibility for an OCS sale assembles environmental profiles and data on an area, including information from resource reports requested of other Federal agencies before issuing of the Call for Nominations. Geologic, geohazard, and resource information is also assembled at this time by the appropriate regional office of the Geological Survey's Conservation Division.

Pre-lease sale activities are conducted for specific geographical areas on the schedule. The Call for Nominations and Comments solicits industry interest and State and public comments concerning potential exploration and development. Tentative selection of tracts for further study in an environmental impact statement is made by the Secretary based on results of the Call and recommendations of BLM and the U.S. Geological Survey. An Environmental Impact Statement and Secretarial Issue Document are prepared for each proposed sale decision. Based on these documents, and prior to making a final decision on whether to hold the sale, tracts to include, and mitigating measures to implement, the Secretary requests comments from affected States on the size timing, and location of the proposed sale. After a sale has taken place, principal supervision of exploration, development and production activities is performed by the Geological Survey. However, BLM reviews exploration and development plans and grants pipeline rights-of-way permits.

b) Progress Report

Section 18 of the OCS Lands Act Amendments of 1978 requires the Secretary to submit to Congress a five-year schedule of lease sales determined to best meet the Nation's energy needs. The new five-year schedule includes 36 sales between September 1980 and February 1985--six in the Atlantic, eleven in the Gulf of Mexico, four in the Pacific, and ten in Alaska. The remaining five sales will be reoffering sales at which tracts, outside the Gulf of Mexico, offered during previous sales, but not leased, will be reoffered. Reoffering sales do not apply to the Gulf of Mexico. The final Environmental Impact Statement on the proposed five-year schedule was published January 18, 1980, and the final schedule was approved by the Secretary of Interior in June 1980.

Implementation of the new schedule emphasizes cooperation with coastal States and communities to protect coastal resources and resolve possible conflicts. Efforts to coordinate with coastal State governments have increased substantially in the last few years.

Significant mechanisms which the BLM uses to assure the input of States, other Federal agencies, industry, and interest groups to the leasing process are the OCS Advisory Boards, six Regional Technical Working Group Committees (RTWG). The Regional Technical Working Groups carry out BLM's Intergovernmental Planning Program for OCS Oil and Gas Leasing, Transportation, and Related Facilities (IPP). The IPP provides an extraordinary new level of participation in the OCS development process, one based on the anticipation of problems and on their resolution through consensus and planning rather than confrontation. The appropriate RTWG, within the leasing area, participates throughout the leasing process. Under the new program, Regional Studies Plans are developed annually by OCS Field Offices, working with the Regional Technical Working Groups. As of September 30, 1980, 33 meetings of all working groups were held: four for the North Atlantic RTWG; six for the Mid-Atlantic RTWG: five for the South-Atlantic RTWG; six for the Gulf RTWG; four for the Pacific RTWG; and eight for the Alaska RTWG.

The Environmental Studies Program is a major part of BLM's OCS leasing program. Started in 1974 in response to a challenge to the adequacy of the environmental data base related to a scheduled sale in the Eastern Gulf of Mexico,

the program was designed to produce and analyze information needed for prediction, assessment, and management of the potential impacts of OCS development on the human, marine, and coastal environments. During the past two years, the program has been revised to strengthen its link with the leasing process, as a result of a BLM sponsored and funded evaluation of the Studies Program by the National Academy of Science.

In FY 80, BLM funded 144 studies addressed to all areas of the U.S. Outer Continental Shelf. Among the subjects investigated were geological hazards to OCS development, marine animals and birds, air quality modeling, subsea permafrost and oil-ice interactions, effects of oil and sound on marine organisms, and cultural resources.

c) Issues

The crux of all the issues surrounding OCS development is the required balancing of environmental risks and developmental benefits. Recently, this conflict has focused on the proposed five-year leasing schedule. Foremost among the areas of contention is the proper timing of OCS lease sales in Alaskan frontier areas. While industry would generally like to see faster leasing than has been proposed, the State of Alaska, environmental groups, and others would like to see some of the Alaska sales delayed or indefinitely postponed. At issue are: (1) sensitive biological resources and high biological productivity, especially in the southern Bering sea, and the adequacy of information on these resources to making sale decisions; (2) the status of local coastal zone planning, especially in areas where little infrastructure or planning capability currently exists: (3) effects of OCS development upon Alaska Natives, including subsistence resources; and (4) ability of technology to operate in harsh environments in Alaska, particularly in Arctic ice conditions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Energy and Minerals Resources
Field Administrators: Office Managers, OCS Offices in Anchorage. New York, New Orleans, and Los Angeles

2) Authorizing Legislation

Outer Continental Shelf Lands Act of 1953, P.L. 83-212, 43 U.S.C. 1331-1343; National Environmental Policy Act of 1969, P.L. 91-190, 43 U.S.C. 4321, 4331-4335; Outer Continental Shelf Lands Act Ammendments of 1978, P.L. 95-372, 43 U.S.C. 1801; Bureau of Land Management Appropriation Authorization of 1978, P.L. 95-352

3) Funding

	1979	1980	1981
Authority ($000's)	62,100	70,165	75,475
Appropriation ($000's)	47,196	51,653	51,626 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Energy and Minerals Management
Subactivity: Energy Offshore

5) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	46,138	39,413	44,964	53,752
Work Years	317	335	329	352

6) Performance	1979 Actual	1980 Actual	1981 Planned
Work Units			
Studies	92	96	92
Final Environmental Statements	4	3	7
Lease Sales	5	4	7

e) Audits Completed

Organization: General Accounting Office (GAO)

Title and Date: Draft Report-Observations on the Southern California OCS Oil and Gas Lease Sale #48, March 6, 1980.

Major Findings: GAO found that the OCS Environmental Studies Program had minimal impact on Sale 48 decisions; resource reports were of limited value and had little impact on sale decisions; the Sliding Scale Royalty bidding system did not achieve desired results in Sale 48.

BLM Action: Recommendations were made to BLM to issue directives concerning preparation of resource reports that addressed: 1) the importance of the reports; 2) the information needs and updating procedures; and 3) a feedback system for notifying other Federal agencies of the utility of the reports. BLM issued instructions based on these recommendations to field offices. BLM agreed with GAO that a redesigned environmental studies program would make the linking of environmental information and the decision process, easier.

f) Relationship to Other Programs

The OCS program uses technical and support services of the Bureau. Cadastral Survey prepares protraction diagrams which delineate offshore tracts for leasing. The OCS program does not presently have available an automated data handling system for environmental information. BLM's Data Management program will work in the Four-Year Authorization period to assist in developing such a system. More effective and efficient methods of storing and utilizing OCS environmental studies data have been identified as a support need for the OCS program.

The OCS program within the Department of the Interior is carried out and supported by several agencies and offices. As previously discussed, the Geological Survey has primary responsibility for regulation of post-lease sale activities, and additionally supports BLM pre-leasing activities through its resource evaluations and by performing oil spill risk analyses. The Fish and Wildlife Service (FWS) also provides advice to the Bureau on pre-lease sale activities. In particular, the FWS provides opinions regarding the jeopardy to threatened and endangered species under their jurisdiction. When marine mammals are involved, the National Marine Fisheries Service (under the Department of Commerce) also coordinates with BLM and the FWS. As the five-year schedule is implemented, requirements will increase for continued and improved coordination with FWS and with the National Oceanic and Atmospheric Administration (which has jurisdiction over marine threatened and endangered species). Continued legal assistance from the Department on compliance with the Endangered Species Act (as well as the National Environmental Policy Act) will also be required.

In addition, the OCS program activities of Interior Bureaus are coordinated at the Departmental level by the Office of OCS Program Coordinator, under the Assistant Secretary for Policy, Budget, and Administration.

B.3. COAL MANAGEMENT

a) Program Description

The Federal Government owns as much as 60 percent of the coal resources in the Western United States principally in the States of Colorado, Montana, New Mexico, North Dakota, Utah, and Wyoming. At the close of FY 80, 562 leases covered a total of 812,163 acres containing an estimated 17.26 billion tons of Federal coal.

In May 1977, the President instructed the Secretary of the Interior to develop a program that would lead to increased coal production in areas where mining is environmentally acceptable and where coal development is compatible with other land uses. In response, a new program was developed which leases federal lands for coal development in a manner that fully protects the public interest and the rights of the surface owners, and also responds to demand. In this new program leases are issued on a competitive basis in order to receive a fair market value for the coal.

BLM's comprehensive land-use planning process is the mechanism used to protect the environment and to identify areas acceptable for further consideration for coal leasing. To qualify for further consideration, the areas must:

- o have a medium or high coal development potential,
- o be environmentally suitable using the 20 criteria, and
- o contain no other resource values that are unique or locally important.

If surface mining is contemplated where the coal is owned by the Federal government and the surface by certain "qualified" private individuals, prospective lessees must secure the surface owner's approval of the surface mining. Once a land use plan is completed in an area, the leasing process follows seven basic steps:

1) Expressions of coal leasing interest are requested;

2) Tracts are delineated by the Geological Survey (GS) with BLM assistance and site specific environmental and socioeconomic analyses are prepared on the delineated tracts;

3) Preliminary leasing targets are formulated and the scope of the EIS is defined, both with public comment;

4) Tracts are ranked by Federal/State regional coal teams (RCT);

5) A final regional lease target is established and tracts are selected by the RCT and alternatives are identified for study;

6) An EIS is prepared with public participation and consultation; and

7) A Secretarial decision is made and a sale schedule adopted.

b) Progress Report

Through the leasing by application component of the program, 13 lease sales were held and 15 new leases containing approximately 140 million tons became effective during the fiscal year.

As a result of BLM's land use planning efforts, areas acceptable for consideration for competitive leasing were identified and activity planning completed for the Green River-Hams Fork Region of northwest Colorado and southern Wyoming. In addition, the final Environmental Impact Statement (EIS) for this region was published and final recommendations made to the Secretary. The Secretary's decision was made October 20, 1980. As a result of these sales, an estimated 13 million tons of new annual production could begin by 1987.

In the Uinta-Southwestern Utah and Southern Appalachian Regions, tracts have been ranked and selected and the draft regional EIS has been completed. Sales in these two regions are scheduled for June and July 1981, respectively. The regional coal teams in the Powder River and Fort Union Regions are going through the activity planning process with lease sales projected in April 1982 and June 1983, respectively.

In June 1980, the Secretary adopted Departmental policies to determine the fair market value and minimum acceptable bids for leases to be offered for sale. The comparable sales and discounted cash flow analysis appraisal methods are to be used in pre-sale evaluations by GS.

The Kaiparowits Coal Study, which began in 1979, was released in August 1980. The study identified the impacts of mining and transporting coal from the Kaiparowits Plateau in Utah on nearby National Parks and other resource and socioeconomic values. The BLM, National Park Service, Forest Service, and the State of Utah assisted in preparing the study.

In the last three years, numerous cases of unauthorized removal of Federal coal have been discovered. Most of the coal trespass cases discovered are in Alabama, although several have been identified in the Western States and three were suspected in Maryland. Twenty-six cases were under investigation by BLM in 1980. BLM is revising the mineral trespass regulations to incorporate current authorities and responsibilities, and its manual to reflect the appropriate coordination procedures with the regional Solicitor's Offices. Final regulations are presently undergoing Departmental review prior to publication.

In July 1978, the under Secretary deferred a decision on the guaranteed access question until it could be fully studied. A subsequent BLM study did not provide convincing evidence that guaranteed acccess to Federal leases would outweigh the costs. BLM concluded that there would only be limited benefits from adopting such a policy. In July 1980, BLM, therefore, decided to essentially maintain the current policy with the provision that the need for guaranteed access be assessed on a case-by-case basis, particularly where there is the possibility of a cooperative

leasing tract that combines Federal and non-Federal coal to form a logical mining unit.

c) Issues

Several areas were identified during FY 80 where coal deposits and oil and gas resources are found in the same land. When all minerals are economically developable, a conflict arises over how to develop one mineral without significantly delaying production of the other mineral or minerals. During FY 80, BLM, in conjunction with GS, developed interim procedures for resolving this conflict. This interim policy states that the land use planning process is to be used to synchronize oil/gas and coal development to prevent any significant loss of oil or gas production or the bypass of significant tonnages of Federal coal. Where stipulations can be developed to protect oil and gas production, or mitigate the impacts of coal mining on oil and gas production, the areas of conflict should be allowed to proceed to activity planning. This is especially the case where there is strong industry interest in the coal and where the oil/gas reserves are being rapidly depleted. The final policy and procedures are expected to be adopted in FY 81.

The Department is now considering a cooperative leasing proposal that would allow the Department to combine Federal coal deposits with non-Federal coal to form a larger, more economic mining unit that would increase competition for both coal lands. The proposal was issued for public comment early in FY 81. If such a proposal is adopted by the Secretary, it would affect the Wyoming tract scheduled for sale in the Green River-Hams Fork Region in October 1981.

Also under consideration by the Department is whether to use the intertract bidding method in coal lease sales, the intent of which is to increase competition and therefore increase receipts. A task force has been established to study the issue and make recommendations to the Secretary. A final task force report is not expected until the Spring of 1981.

Each coal lease, whether issued prior to or after passage of the Federal Coal Leasing Amendments Act (FCLAA), is considered by the Department to be subject to regulations requiring and defining diligent development and continued operations of the lease. New leases are subject to requirements of the Act, and pre-FCLAA leases are subject to Departmental policy regulations. For those pre-FCLAA leases that have not been readjusted to conform expressly to the requirements of the pre-FCLAA diligence regulations, the lessees were notified that the diligence requirements apply in full to each lease. Using the responses to these notifications, a report will be prepared in FY 81 and forwarded to the Secretary to determine if any follow-up action is needed.

Also in regard to diligent development on pre-FCLAA leases, the Secretary has discretionary authority to grant one extension, not to exceed five years, to the diligent development requirements. On January 6, 1981, the Under Secretary concurred with a flexible approach as recommended in

the Secretarial Issue Document on this subject, i.e., an approach that would permit extensions for lessees clearly intending to bring Federal coal into production.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator:	Assistant to the Director, Office of Coal Management
Field Administrator:	State Directors, especially Colorado, Montana, New Mexico, Utah, Wyoming, and Eastern States

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1711, 1712, 1713; Mineral Lands Leasing Act, P.L. 66-146, 30 U.S.C. 181 et seq., as amended, by Federal Coal Leasing Amendments Act of 1976, P.L. 94-377; and the Act of October 3, 1978, 92 Stat. 2073; Surface Mining Control and Reclamation Act of 1977, P.L. 95-87, 30 U.S.C. 1201-1328 especially 1251-1279; Department of Energy Act of 1977, P.L. 95-91, 42 U.S.C. 7152(b); Clean Air Act Amendment of 1977, P.L. 95-95, 42 U.S.C. 7401 et seq. including P.L. 95-190; The Bureau of Land Management Appropriation Authorization of 1978, P.L. 95-352, 43 U.S.C. 1748

3)

Funding	1979	1980	1981
Authorization ($000's)	20,600	22,721	24,191
Appropriation ($000's)	21,112	22,380	30,360 (to date)

4) Appropriation Structure

Title:	Management of Lands and Resources
Activity:	Energy and Minerals Management
Subactivity:	Energy Onshore
Component:	Coal

5)

Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	17,734	21,020	23,809	30,655
Work Years	282	380	364	485

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
Environmental Statements	5	5	14
Environmental Assessments	56	67	123
Trespass	30	9	24
Use Authorizations (Includes lease of licenses for coal mining or exploration)	158	168	220

e) Audits Completed

Organization: General Accounting Office (GAO)

Title and Date: A Shortfall In the Coal Leasing Program: What Effect on National Energy goals, August 22, 1980 (EMD-80-87)

Major Findings: The Federal Coal leasing program was resumed after a ten year moratorium. In an attempt to implement the program and to hold a 1981 lease sale (Green River-Hams Fork Region in Colorado and Wyoming) serious problems were indicated such as: not leasing enough coal; not selecting the best coal areas for lease; and not having needed coal data. Recommendations were made to the Department; BLM; and the Office of Coal Leasing, Planning, and Coordination to correct these problems.

Subsequent Action: BLM generally agreed with GAO's recommendations but felt that evaluation of the first lease sale after a ten year moratorium was not typical as problems are to be expected in any new complex program. The Department plans to undertake a number of studies to review current and potential problems. This will include a look at assumptions for developing leasing targets and ways to encourage more industry participation in the coal program.

f) Relationship to Other Programs

The Federal Coal Leasing Amendments Act of 1976 requires that a land use plan or a land use analysis be prepared prior to leasing and that leasing be compatible with the plan or analysis. As a part of this support requirement, inventories must be completed for other (non-coal) resources as well.

In addition, Cadastral Survey support is required to support the leasing and trespass components of this program. The trespass support require-

support for leasing will be required in all of the major Western coal states to identify property boundaries on the ground.

Support will also be required from the Lands and Rights-of-Way programs to obtain or guarantee access to Federal coal leases. BLM is currently completing a study of coal related access needs.

The Federal coal management program involves several agencies within the Interior Department as well as additional agencies from other Departments. The principal agencies within Interior, in addition to BLM, are the Office of Surface Mining, the Office of Coal Leasing, Planning and Coordination, the Geological Survey, and the Fish and Wildlife Service. The Department of Agriculture - Forest Service and the Departments of Energy and Justice are the principal non-Interior agencies involved. BLM is dependent on the Geological Survey for coal inventory data (drill hole data), for fair market value determinations, for hydrologic data and information, and supervision of production and royalty collection. Data and information from the Fish and Wildlife Service is needed concerning fish and wildlife for inventory planning, and opinions for areas where threatened and endangered occur.

The National Park Service cooperates with BLM and the Forest Service where potential coal leasing areas border the lands under National Park Service jurisdiction. The Office of Surface Mining is responsible for mine permitting, as well as for processing citizen petitions for designating areas as unsuitable for mining under the Surface Mining Control and Reclamation Act. The Office of Surface Mining also provides information and advice on reclamation to BLM for consideration in BLM's leasing activities while BLM provides land use planning information to the Office of Surface Mining for processing unsuitability petitions.

The Department of Energy (DOE) determines production goals, has some rulemaking authority and reviews proposed lease terms to determine their consistency with DOE policies on subjects within its rulemaking authority, and the Forest Service conducts land use planning on lands under their administration.

B.4. OIL SHALE LEASING

a) Program Description

The 25,000-square mile Green River formation in Northwestern Colorado, Northeastern Utah, and Southwestern Wyoming contains oil shale with a total estimated potential of almost two trillion barrels. Of the total area, 17,000 square miles are believed to have deposits 10 feet thick with an average yield of 25 or more gallons per ton, for an estimated 731 billion barrels of commercially developable shale oil. Approximately 83% of the formation is in Colorado, 9% in Utah, and 8% in Wyoming. Roughly 80% of this oil shale is on Federal land. The other 20% was transferred to private, State, or Indian ownership under the 1872 Mining Law which governed disposal of minerals on public land before 1920 when the Mineral Leasing Act provided new authority for leasing Federal oil shale lands. In the absence of commercial prospects, however, these lands were withdrawn from mineral leasing in 1930. Except for two special sales involving four tracts in 1974, there has been no leasing. In 1968, oil shale lands were withdrawn from location of other minerals under the Mining Law to preclude legal entanglements which the Mining Law of 1872 can generate.

Efforts to develop oil shale have fluctuated greatly over the past 65 years. World War I prompted a flurry of claim staking under provisions of the Mining Law. During World War II, interest in oil shale resulted in the enactment of the Synthetic Liquid Fuels Act of 1944. Under the Act, the Bureau of Mines began developing extraction technology at Rifle, Colorado, and Laramie, Wyoming. Since then, private industry has taken over refinement and adaptation of technologies.

In 1974, BLM issued four oil shale leases - two in Utah and two in Colrado. The leases were issued as part of the Department's Oil Shale Prototype Leasing Program. One objective of this program was to issue a limited number of leases in order to stimulate the development of commercial oil shale technology by private industry. Another objective was to develop the environmental safeguards and management expertise in oil shale leasing and supervision necessary for a possible mature oil shale industry in the future.

b) Progress Report

Development of the Colorado prototype leases is proceeding. The first test retort was ignited October 8, 1980 on tract C-a. Mine development is proceeding on tract C-b with shaft depths now approximating 1700 feet. Detailed development plans for tracts U-a and U-b or in preparation, pending the lifting of the court injunction preventing activity on these tracts.

During 1980, the Supreme Court decided in Andrus v Utah that the Department of Interior was not required to exchange lands with the State of Utah on an equal area basis, but could apply the concept of equal value in making in lieu exchanges. However, in a second case Andrus v Shell Oil, the court held that the traditional test applied by the Department to determine whether a valuable mineral deposit has been discovered (the prudent man-marketability test) could not be applied with respect to oil shale mining claims. The court left open the question of what constitutes a valuable oil shale deposit.

In 1980, the Under Secretary decided to expand the prototype leasing program by issuing up to four additional prototype leases, including one lease to be used for multi-mineral development. The first of these additional leases will be issued, pending the availability of funds, in late 1982. Also, a permanent leasing program will be established, pending the availability of funds, by early 1983. These actions are to assure that resources are available to meet the 1990 production goal of 400,000 barrels of shale oil per day.

c) Issues

Legal issues continue to have an effect on oil shale leasing. The decision in the Shell Oil case (see Progress Report above) failed to resolve the question of valuable discovery. In another case, which involves the assessment work provisions of the Mining Law and their effect on title to oil shale claims, the Supreme Court directed the lower courts and the Department of the Interior (DOI) to further clarify the issues. Interior's Office of Hearings and Appeals now has the case under consideration.

Development of the fundamental technology of oil shale is well advanced, but still lacks testing at commerical scale. Nevertheless, a wide array of economic, environmental, and some technological uncertainties remain. DOI has proposed legislation concerning off-site waste disposal, lease size, and related issues in the belief that legal changes are necessary so that the flexibility to meet the challenges of development is maintained. For example, our experience to date suggests that the current maximum acreage of oil shale leases may be insufficient for commercialization in areas where shale deposits are relatively thin. The additional prototype leasing should help us to better understand the needs of oil shale developers.

Some believe that oil shale development is being held up by failure to issue additional leases while other interests believe that development should proceed slowly due to the uncertain environmental impacts believed to be associated with development. The additional leasing announced in 1980 should go a long way toward alleviating concerns on both sides of the issue.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Energy and Mineral Resources
Field Administrators: State Directors, Colorado, Utah and Wyoming

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701, et seq.; Mineral Leasing Act of 1920, P.L. 66-146, 30 U.S.C. 181 et seq., especially 241; Bureau of Land Management Appropriation Authorization of 1978, P.L. 95-352, 43 U.S.C. 1748

3) Funding

	1979	1980	1981
Authorization ($000's)	900	910	930
Appropriation ($000's)	639	500	5,304 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Energy and Minerals
Subactivity: Energy Onshore
Component: Oil Shale

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	167	500	308	516
Work Years	7	7	9	6

6) Performance

N/A

B.5. TAR SANDS LEASING

a) Program Description

Nationwide, tar sands resources are estimated to contain appproximately 30 billion barrels of oil in place with two billion barrels of recoverable oil. Using present technology, a minimum of 100 to 200 million barrels can be recovered by surface mining. The rest will probably require underground or in situ techniques for recovery. Over 90% of both the in-place and recoverable tar sands deposits occur in Utah.

An estimated 10% of the tar sands resource occurs on State lands. However, the five major tar sands areas are all principally on Federal lands, some of which are intermingled with State lands.

In 1960, Congress amended the Mineral Lands Leasing Act to provide the first specific authority for leasing tar sands and other solid and semi-solid hydrocarbon substances. However, the authority was placed under Section 21 (oil shale), rather than Section 17 (oil and gas), resulting in legal and administrative ambiguity.

The Department of the Interior has not issued tar sands leases since 1965 because of the inability of geologists to physically distinguish tar sands from conventional oil prior to well completion. Under present law, each resource is leased separately under Section 21 and 17, respectively, of the Mineral Leasing Act of 1920. As a result, a legal conflict over lease rights can occur because of overlapping resource definitions and ownership of development rights. So far, there has not been a great deal of pressure on the Department of the Interior to resolve these conflicts because of the disappointing results from in situ recovery field testing. Recently, the economics of development have become more favorable, in part because oil prices have risen faster than estimated development costs and, in part, because purchase and loan guarantees, and other support mechanisms, are available from the Department of Energy (DOE), and more may be made available by the new Synthetic Fuels Corporation. There may be greater industry interest in the future and greater pressure to resolve the legal conflicts.

b) Progress Report

On August 26, 1980, the Under Secretary decided that the Department of the Interior should end the moratorium on tar sands leasing and begin immediately to prepare for leasing under Section 21 of the Mineral Leasing Act.

The objectives of this program are to provide a new and potentially significant source of energy to the nation while insuring the environmental integrity of development through safeguards and reclamation techniques that will be incorporated into the planning of a mature tar sands industry. Legislation has been proposed to solve the problem of potential conflicts over resource definition and lease rights. Until such legislation

passes, the Department of the Interior will retain authority to lease tar sands separately from conventional oil, though with the attendant legal problems.

The Geological Survey is designating areas of known tar sands deposits for leasing consideration. Initial leasing will probably be limited to two areas which are chosen on the basis of environmental safety and resource quality consideration. Prior to leasing, an environmental statement will be completed on the proposal to lease certain areas and the alternatives to the proposal.

c) Issues

The Department of the Interior is supporting legislation to provide for issuance of "combined hydrocarbon leases" under Section 17 of the Mineral Leasing Act as a means of facilitating the issuance of tar sands leases. A bill was passed by the House of Representatives in 1980, but did not pass the Senate. In addition to the establishment of combined hydrocarbon leases, the bill would allow the noncompetitive conversion into combined hydrocarbon leases of existing oil and gas leases upon presentation of an acceptable plan of operations, but all new combined hydrocarbon leases in areas designated as tar sands areas would be competitive. The lease term for conversions could run for up to 10 years.

d) Budget and Performance Analysis

There is no Budget and Performance Analysis section for the Tar Sands Leasing program in that the moratorium on Tar Sands leasing was not ended until August of 1980. There was no Tar Sands Leasing program prior to this date and after 1965.

e) Relationship to Other Programs

Cadastral surveys are required to support the onshore energy programs, particularly in developing a comprehensive listing of Federal mineral ownership in the Eastern States and in cases of energy mineral trespass.

Coordination with other Federal agencies, particularly the Geological Survey (inventory and evaluation), the Fish and Wildlife Service (threatened and endangered species) and the National Park Service (leasing in Glen Canyon National Recreation Area) is required as well.

B.6. GEOTHERMAL LEASING

a) Program Description

Some 60 percent of the known or potential geothermal resources of the Nation are on Federal land. Responsibility for the Federal government's overall geothermal effort is shared by the Departments of the Interior, Agriculture, and Energy. Within the Interior Department, BLM issues lesses prepares prelease environmental reviews, and collects rentals. The Geological Survey monitors and prepares environmental analyses of all post-lease exploration and development, identifies potential geothermal resources for competitive bidding purchases, assists in determining fair market value for use of the resources, and collects royalties.

Leasing within known geothermal resources areas is based on competitive bonus bidding. Lands outside of outside known geothermal resources areas are leased to the first qualified applicant. All leases are for ten years. Since leasing started in 1974, 81 wells have been drilled on Federal lands. and 45 have been found to be capable of producing steam or hot water. All but ten are now shut in pending construction of utilization facilities.

California, Idaho, Nevada, and Oregon are the most promising States for future geothermal development. The Geysers Field, developed almost entirely on private land 80 miles north of San Francisco, already is one of the most dramatic and successful example of geothermal technology in the world, providing residential electricity to over 800,000 people. However, major new incentives may be needed before large scale development spreads to other areas. The Energy Tax Act of 1978 gave a minor boost to development by providing the new industry tax treatment similar to that accorded the oil and gas industry.

b) Progress Report

In FY 80, over 300 federal leases were issued for about 600,000 acres bringing the cumulative leased acreage total to over 3.4 million acres. However, over 900,000 acres have been relinquished or terminated since leasing began in 1974, primarily due to the legislated maximum acreage limitation per State. Development on leased lands included 25 deep exploratory wells begun during FY 80, of which ten have already been found capable of producing steam or hot water in commercial quantities. Over 100 temperature gradient holes were also drilled. Four power plants are now receiving steam from Federal wells while construction is proceeding on the first major power plant to be sited on, and to receive steam entirely from, Federal land.

c) Issues

A major issue involves the maximum acreage limitation per state. The current limitation of 20,480 acres has been a severe impediment to devel-

opers who generally require a stronger land position before investing the large amounts of capital needed for exploration. The Department has supported provisions in a number of bills that would raise the acreage limit but, as yet, none have been enacted.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Energy and Mineral Resources
Field Administrators: State Directors, especially California, Nevada, and Idaho

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq. especially 1701, 1702, 1711, 1712; Geothermal Steam Act of 1970, P.L. 91-581, 30 U.S.C. 1001 et seq.; Bureau of Land Management Apropriation Authorization of 1978, P.L. 95-352, 43-952, 43 U.S.C. 1748.

3) Funding

	1979	1980	1981
Authorization ($000's)	2,800	2,563	2,653
Appropriation ($000's)	2,628	1,962	2,707 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Energy and Mineral
Subactivity: Energy Onshore
Component: Geothermal

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($00's)	2,814	2,420	1,870	2,707
Work Years	70	70	49	74

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
Competitive sales	4	4	9
Competitive leases issued	23	19	55
Noncompetitive leases issued	177	297	300
Power plant licenses	1	0	1
Post-lease actions	150	125	150
Nonelectrical use licenses	-	0	2

e) Audits Completed

Organization: General Accounting Office (GAO)

Title and Date: How to Speed Development of Geothermal Energy on Federal Lands, October 26, 1979. (EMD 80-13)

Major Findings: GAO found that eight years after enactment of the Geothermal Steam Act, there was still no commercial production of geothermal energy under a Federal lease. Leasing delays were one major reason for the lack of commercial production.

Subsequent Actions: BLM implemented a phased environmental review procedure, whereby full scale development would not have to be addressed in detail in the prelease stage. This approach was intended to expedite leasing and lead to commercial production of geothermal energy.

Organization: General Accounting Office (GAO)

Title and Date: GAO Audit Report Geothermal Energy: Obstacles and Uncertainties Impede Its Widespread Use, January 18, 1980. (EMD-80-36)

Major Findings: A review of the Geothermal Energy Use program found that much of the slowness in geothermal energy development and use is attributable to economic, technical, institutional and environmental obstacles and uncertainties. A followup system on leasing regulations is needed to identify problems and insure issuance as soon as possible.

Subsequent Actions: BLM has established a tracking system on leasing within the Department and will coordinate input from other agencies. BLM also issued proposed rulemaking that would allow reoffering of relinquished geothermal leases. Those regulations had been pending for over a year.

B.7. NONENERGY MINERALS

a) Program Description

Since the early days of mineral exploration and development, the public lands have been the primary source of nonenergy mineral production in the United States. The Federal onshore mineral estate consists of approximately 822 million acres of public and acquired lands and lands that have been patented but in which subsurface mineral rights have been reserved by the Federal government.

Federal minerals are made available under three laws: by mining claim location under the Mining Law of 1872, by lease under the Mineral Leasing Act of 1920, the Acquired Lands Act of 1947, and by sale under the Materials Sales Act of 1947. In the lexicon of public land management, they are often described as locatable minerals, leasable minerals, or salable minerals.

The Mining Law of 1872 gives the discoverer of a valuable mineral deposit the right to purchase the complete (fee) title to the claim for $2.50 an acre for placer claims and $5.00 per acre for lode claims. Placer claims generally involve eroded deposits containing unconsolidated mineral particles; lode claims usually involve a valuable mineral embedded in rock.

The Mining Law does not itself define a valuable mineral deposit. The Department, affirmed by the Supreme Court, defined it by "the prudent man rule" i.e., where minerals have been found and the evidence is of such a character that a person of ordinary prudence would be justified in the further expenditure of labor and means with a reasonable prospect of success in developing a valuable mine.

Until 1976, when the Federal Land Policy and Management Act (FLPMA) was passed, claimants generally filed their location notices and other claim records only with county clerks. As a result, the Federal government had no official record of the number, location, or identity of claims or claimants. FLPMA, however, requires a claimant to file with BLM a copy of the location notice filed with local government officials and to file annually thereafter, both with the local government and with BLM, evidence that the claim is not abandoned.

FLPMA also requires that claims located prior to October 21, 1976, must have been recorded with BLM on or before October 22, 1979. By that statutory deadline, 1,087,376 mining claims were recorded with BLM. By October 5, 1980, nearly 1.3 million claims were recorded.

In 1955, existing law was amended to provide that control of surface resources on unpatented mining claims would remain under Federal jurisdiction. The Secretaries of the Interior and Agriculture thus have authority over vegetative and other surface resources, and may authorize lessees and permittees of the United States access over such claims for the use of such resources. The amendment also provides that unpatented mining claims may be used only for "prospecting, mining or processing operations and uses reasonably incident thereto." Finally, the Act also provided that only uncommon varieties of stone may be located under the mining laws.

Congress passed the Mineral Leasing Act in 1920 removing sodium, phosphate, sulphur, and potassium as well as the fossil fuel minerals, from the terms of the 1872 Mining Law and provided for leasing rather than claim staking. In 1947, Congress passed the Acquired Lands Mineral Leasing Act to apply the terms of the 1920 Act to minerals on acquired lands.

Under the terms of these acts, BLM has leasing responsibilities for 674 million acres of Public Lands and National Forest and 57 million acres of acquired lands. The law provides for both competitive and noncompetitive leasing. Leases have a 20-year term and may cover a maximum of 2,560 acres. They can be reviewed at 20-year intervals, except for sodium leases which are issued with a preferential right to renew for successive 10-year periods. Prospecting permits are issued prior to the issuance of noncompetitive leases and discovery of a valuable deposit entitles the permittee to a preferential right to the noncompetitive lease. A variety of rental and royalty provisions apply, varying with the mineral involved. Unlike coal or oil and gas, there are no diligent development requirements under these leases.

In 1947, Congress passed the Materials Sale Act to make sand, gravel, and building stone available for commercial use. They are sold either competitively or noncompetitively. Some sales are made to individuals for exclusive rights to a site. Other sales are made for material from common use areas or community pits. Governmental agencies and nonprofit organizations may be granted such materials at no charge under a free-use permit.

b) Progress Report

On March 3, 1980, regulations (43 CFR 3802) were effected to "prevent impairment (from mining activities) of the suitability of lands under wilderness review for inclusion in the wilderness system." Provision is made for continuing mining operations which were in effect on October 21, 1976. These regulations affect about 23,000,000 acres of lands and are applicable to those minerals that are locatable under the mining laws.

Regulations governing mining activity on other public lands (43 CFR 3809) have been drafted and revised following considerable public and congressional comment and suggestion. The final regulations became effective January 1, 1981. These regulations provide a procedure for miners to notify BLM of activity on mining claims and also establish standards for the conduct of mining activities, including reclamation.

On June 27, 1980, regulations (43 CFR 3503.3-2) became effective to change the requirements for minimum royalty payments in potassium, sodium, sulphur and phosphate leases to be made in lieu of production. The new minimum royalty payment is $2 per acre per year to be adjusted annually in accordance with the Producer Prices and Price Index (Department of Labor, Bureau of Labor Statistics).

Proposed regulations were issued on March 11, 1980, which would amend the trespass regulations (43 CFR 9230) to take care of the mineral trespass problem

identified in the first annual report. The regulations will include a requirement that persons who trespass on Federal lands to extract leaseable or salable minerals without authorization will pay for damages to the mineral estate and either reclaim the Federal lands affected or pay for the reclamation of such lands. Final regulations will be issued in FY 81.

In order to meet the policy expressed by Congress in Sections 102 and 103 of FLPMA, which require that BLM protect scientific values on the public lands and to protect life and property from geologic hazards, a geology program has been established within the Division of Mineral Resources. This program is designed to give recognition to non-mineral geologic resources such as paleontology, groundwater, and geologic processes and features as well as to identify geologic hazards and mitigate their dangers. The program will include the inventory of the resources and hazards, protection of important site, protection of the public from geologic hazards, interpretation of geologic phenomena for the public and monitoring groundwater development and use.

With the enactment of the National Materials and Minerals Policy, Research and Development Act, on October 21, 1980, BLM was brought into the national effort to "promote an adequate and stable supply of materials necessary to maintain national security, economic well-being and industrial production . . ." The Act, which reaffirms the provisions and requirements of the Mining and Minerals Policy Act of 1970, puts specific requirements on several departments of the Executive Branch. In this regard the BLM's inventories and land plans will be of significant assistance to the effort.

c) Issues

The availability of important nonfuel minerals has been overshadowed by the critical energy mineral problems since the 1973 oil crisis. However, the domestic shortage of many nonenergy minerals has produced an unfortunately similar dependence upon foreign supplies. Although many factors contributing to this foreign dependence are beyond the ability of BLM to influence, the resource potential of the public lands is an issue which BLM can address. BLM must ensure that it provides maximum opportunity for the explorational development of and access to such resources.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Energy and Mineral Resources
Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq.; Mining Law of 1872, Revised Statutes 2318-21, 30 U.S.C. 21, et seq.; Mineral Leasing Act, P.L. 66-146, 30 U.S.C. 181 et seq., especially 21-214, 216-263, 271-276, 281-287; Materials Sales Act, P.L. 80-291, 30 U.S.C. 601 et seq.; BLM Appropriation Authorization of 1978, P.L. 95-352

3) Funding

	1979	1980	1981
Authorization ($000's)	8,900	11,184	15,544
Appropriation ($000's)	9,313	8,430	9,781 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Energy and Minerals
Subactivity: Non-Energy Onshore

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	7,629	8,430	8,573	9,582
Work Years	227	248	251	257

6) Performance

(See following individual components)

Mineral Leasing

3) Funding

	1979	1980	1981
Authorization ($000's)	2,200	2,320	2,450
Appropriation ($000's)	2,313	2,050	2,212 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Energy and Minerals Management
Subactivity: Non-Energy Onshore
Component: Mineral Leasing

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	1,049	2,050	755	2,322
Work Years ($000's)	23	30	23	29

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
Lease applications processed	34	40	190
Prospecting permits processed	200	220	220
Environmental analyses and field exams completed	100	100	100
Compliance checks conducted	50	75	75

Mining Law Administration

3) Funding

	1979	1980	1981
Authorization ($000's)	4,800	6,893	10,958
Appropriation ($000's)	4,923	4,310	5,242 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Energy and Minerals Management
Subactivity: Non-Energy Onshore
Component: Mining Law Administration

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	4,164	4,310	4,181	5,048
Work Years	115	120	114	133

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
Mineral patent applications processed	190	190	190
Contest actions completed	300	300	300
Field exams completed	800	800	800
Mineral characters and validity determinations performed	250	250	250

Mineral Materials

3) Funding

	1979	1980	1981

Authorization ($000's)	1,900	1,971	2,136
Appropriation ($000's)	2,077	2,070	2,327 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Energy and Minerals Management
Subactivity: Non-Energy Onshore
Component: Minerals Materials

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000')	2,416	2,070	3,638	2,212
Work Years	89	98	114	95

6) Performance

	1979 Actual	1980 Actual	1981 Planned
Sales Contracts Issued	2,000	2,100	2,100
Trespass Cases Processed	48	50	50
Compliance Checks Conducted	1,000	1,100	1,100
Environmental Assessments Completed	560	560	560

e) Audits Planned

Organization: Office of the Inspector General

Title: Disposal of Minerals from Public Lands

f) Relationship to Other Programs

Inventories for paleontological and cultural resources and for threatened and endangered species are performed as a condition to approving mineral lease application and operating plans. The inventories provide for identification of threatened and endangered species and cultural resources and serve as the basis for developing appropriate measures to insure their preservation. Related support activities carried out under the geology program are geologic hazard assessments and water well siting.

In order to manage mineral activities in the eastern U.S., a comprehensive listing of Federal mineral ownership in this region is needed as well as geological information. This will require extensive support of BLM's Cadastral Survey as well as that of the Geological Survey and the Bureau of Mines. Inventory design and techniques and mineral mapping will be coordinated with the Geological Survey and the Forest Service. The mineral inventories themselves are also performed by the Geological Survey under cooperative agreement. These inventories and evaluations of mineral potential are required not only for minerals management activities but also for land use planning efforts.

C.1. LIVESTOCK GRAZING MANAGEMENT

a) Program Description

Of the 174 million acres of public land administered by the Bureau of Land Management in the 11 Western States, 170 million acres--roughly equivalent to the combined area of the mid-Atlantic and Northeastern United States--are classified as "rangelands." Of this 170 million acres, 22 million acres are both rangeland and forest land. The character and natural productivity of these rangelands vary considerably, from grasslands, woodlands, and sub-alpine meadows to savannahs, sagebrush plateaus, shrublands, and desert. There is a vast gap today between the potential capability and present productivity of these lands.

Approximately 6.7 million cattle, sheep, goats, or horses depend upon the public rangelands for all or part of their yearly forage requirement. BLM issues 25,000 grazing permits annually to authorize grazing use on 170 million acres.

Administering grazing on the public lands involves determining the amount of vegetation available for livestock, developing proper methods of grazing, implementing grazing management systems, conducting studies to determine management effectiveness, supervising grazing for compliance with management systems, monitoring and revising management systems and methods, and maintaining rangeland improvement projects.

In the mid-1960's BLM initiated an intensive grazing management program to improve rangelands that were considered to be in less than satisfactory condition. Studies indicate that, with proper management the productivity of the public rangelands can be doubled. By 1975, 1,158 separate Allotment Management Plans (AMP's) had been implemented on 25 million acres and the rangelands covered by these plans have since shown improvement. In 1975, BLM's AMP program was delayed pending completion of grazing environmental impact statements (EIS's). The EIS's are being prepared under a schedule resulting from a court ruling on the Natural Resources Defense Council (NRDC) v. Morton, et al. BLM was required to prepare 212 EIS's by the end of 1988. In April of 1978, the court ruling was amended to require a total of 144 EIS's on the same acreage within the same time frame.

Meeting the grazing EIS schedule with a product that would be useful, informative, and defensible required an up-to-date inventory. Vegetation, soil, wildlife, and, to a lesser extent, all other natural resource inventories were accelerated in FY 79. These provide information necessary to develop meaningful land use plans and grazing analyses until an adequate data base is developed for the public rangelands. The inventories also provide the information necessary to prepare grazing management plans for protection and improvement of rangeland resources and support for other programs including forestry, recreation, watershed, wildlife, and energy.

AMP's are BLM's basic tools for protecting and improving public rangeland conditions. The results of these plans must be monitored carefully to assure that: improvements are effective, vegetation allocations are equitable and correct, and if the rangeland conditions are improving as expected. Adequate

monitoring is central to implementing the grazing use program which clearly states that the results of monitoring will be used to sustain or, when appropriate, to modify grazing use decisions. This reliance on monitoring data as the basis for decisionmaking mandates that monitoring studies be conducted regularly and intensively.

b) Progress Report

During FY 80, BLM completed 15 additional EIS's. Of the 144 EIS's required, 37 are now completed, covering 48 million acres of rangeland in 10 Western States. One EIS scheduled for FY 80 has been delayed, but will be completed in June 1981.

Upon completion of 9 grazing EIS's, BLM resumed implementation of 60 AMP's in 1979. In 1980, 15 grazing EIS's were completed and 103 AMP's resumed.

FY 80 implementation of the plans analyzed by the 22 EIS's completed prior to FY 80 included 9,900 acres of land and vegetation treatments, 226 new water developments, 192 miles of fence construction, and 507 noxious weed control projects. In addition to the new developments, 236 existing water developments and 79 miles of fence were maintained.

In February 1980, BLM held a public workshop in Salt Lake City, Utah to receive comments on a draft policy statement, "Managing the Public Rangelands," and to discuss a broad array of rangeland issues. Three central issues were identified: implementation of livestock use adjustments; investments in rangeland improvements; and monitoring. At a subsequent meeting in July in Albuquerque, N. M. an equitable livestock use adjustment policy was discussed. Shortly after this meeting, BLM completed a policy paper on implementation of livestock use adjustments that contained two significant provisions. These were: livestock use adjustments would be phased over a 5-year [rather than 3-year] period and BLM would issue periodic, public updates on its grazing management programs for individual EIS areas. Proposed regulations for putting this policy into effect were published in the Federal Register of October 15, 1980.

In response to the two other central issues, BLM has issued a draft policy on criteria for investing in range improvements, and has issued a draft policy statement on key elements of its monitoring program. Also, in FY 79, BLM signed a contract with the National Academy of Sciences to organize and conduct a series of six symposia during FY 81 on scientific and methodological issues in range management.

An experimental stewardship program authorized by Section 12 of the Public Rangelands Improvement Act was implemented in northeastern Utah in fiscal year 1980 and BLM is offering additional opportunities in other areas on an individual basis. Three experimental stewardship areas had previously been jointly designated with the Forest Service in central Idaho (Challis), southwestern Montana (East Pioneer), and northeastern California /northwestern Nevada (Modoc/Washoe). Emphasis to date in these programs has been on the development and implementation of cooperative management plans.

As required by the FY 80 Appropriations Act, BLM submitted to Congress a report identifying the availability and the adequacy of existing agricultural assistance programs for compensating or ameliorating individual operator's short term financial hardships resulting from reductions in grazing use of public rangelands.

c) Issues

BLM is caught between two countervailing pressures: the need for reliable scientific information on range condition and trend and the deadlines of the court schedule for completing EIS's. A principal criticism of BLM's rangeland management program has been that inventory data collected over two seasons, even if adjusted for climate, current stage of plant growth, and recent grazing use, is simply not sufficient as a basis for making allocation decisions and ordering adjustments in use. BLM's contract with the National Academy of Sciences is designed to resolve the methodological and technical aspects of this management decisionmaking system. BLM is actively working both internally and through the contract with the National Academy of Sciences to refine and strengthen the rangeland inventory procedures and develop specific policy and procedures on allocation of the vegetation resource among competing uses.

Improving the productivity of the public rangelands involves a mix of four factors: adjustments in use, implementation of livestock management systems, investments in improvements, and monitoring both the reliability and extent of data. Though the mix of these factors will vary from place to place, generally all four elements are needed. While the adjustment issue is most frequently discussed, other key questions are: what criteria should be used for making investments, and what provisions will be made for monitoring?

Currently BLM investments in range improvements are based on objectives outlined in each EIS, a cost-benefit analysis, and the appropriateness of investments in individual cases. BLM, in FY 81, will develop criteria for use in renewable resource investment decisions. Interim procedures will be employed in the meantime to incorporate environmental quality and economic impact considerations into decisions on investment. Other issues associated with improvements are defining the proper uses of funds appropriated by Congress pursuant to FLPMA and PRIA, and establishing BLM/cooperater maintenance responsibilities for existing and future improvements.

Investments and adjustments without monitoring provide no assurance of sustained increases in rangeland productivity. Consequently, a key element in BLM's new rangeland management program and budget strategy is a diligent follow-up of the effects of both changes in livestock use and investments in improvements of the range vegetation. BLM will have to evaluate carefully the impacts of actual use, utilization, climate, and trend on rangeland condition in order to base future management decisions on the vegetative changes taking place on the ground, and adjust livestock use and invest in improvements accordingly.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources
Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq. especially 1701, 1702, 1711, 1712, 1751-1753; Taylor Grazing Act, P.L. 73-482, 43 U.S.C. 315; Public Rangelands Improvement Act, P.L. 95-514, 43 U.S.C. 1901.

3) Funding

	1979	1980	1981
Authorization ($000's)	37,200	35,965	43,106
Appropriation ($000's)	32,853	37,360	45,515 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Renewable Resources
Subactivity: Range Management
Component: Grazing Management

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	33,851	36,860	34,715	44,039
Work Years	1,196	1,110	1,104	1,317

6) Performance

	1979	1980	1981 Planned
Grazing EIS's Completed (#)	13	15	17
Millions of Acres Inventoried	20.6	22.0	21.6
AMP's Implemented (#)	60	103	270
AMP's Supervixsed (#)	1,218	1,321	1,424
Grazing Permits Issued (#)	24,520	26,332	23,379

e) Evaluations Underway

Organization: Bureau of Land Management, Department of Interior

Title and Date: Advisory Boards and Committees, October 20, 1980

f) Relationship to Other Programs

Range management is an integral component of the overall program for managing rangeland ecosytems, other components of which include wild horse and burro management, soil, water and air management, and wildlife habitat management.

C.2. Range Improvement

a) Program Description

The Range Improvement Fund was established by the Taylor Grazing Act in 1934 to provide funds for range improvement and maintenance through a designated portion of the livestock grazing fee receipts. This funding procedure was reaffirmed in 1976 with passage of the Federal Land Policy and Management Act (FLPMA). FLPMA ammended portions of the Taylor Grazing Act and placed greater restrictions on its use and distribution to ensure that the funds would be used for on-the-ground project development and maintenance. FLPMA established that these funds would be in addition to those necessary for planning and administering the rangeland improvement program. The amendment established that the fund would be 50 percent of all moneys received by the United States as fees for grazing domestic livestock on public lands, half of which must be returned to the district where the moneys were derived and the other half to be distributed as the Secretary directs. Since range improvement funds are required by law to be used for on-the-ground rangeland improvements, they provide a stabilizing effect necessary for the orderly improvement of rangeland conditions. Congress recognized the importance of these funds to improve rangeland conditions and again amended the Taylor Grazing Act with passage of the Public Rangeland Improvement Act (PRIA) of 1978 that restricted the funds from being less than $10 million in any one year regardless of the grazing fee returns.

b) Progress Report

The entire appropriation is being used for on-the-ground rangeland improvements, to implement grazing management systems, wildlife habitat management systems, and watershed improvement and protection practices. With completion of land-use planning followed by Environmental Impact Statements (EIS's), decisions are made that provide for orderly restoration and improvement of the rangelands. A decision to initiate a management practice usually includes the need for improvements to facilitate that practice. Primary emphasis for the range improvement program, therefore, has been towards facilitating the planning following EIS's in addition to maintaining existing improvements.

c) Issues

Currently BLM investments in range improvements are based on objectives outlined in each EIS, a cost-benefit analysis, and the appropriateness of investments in individual cases. BLM in FY 81 will develop criteria for use in renewable resource investment decisions. Interim procedures will be employed in the meantime to incorporate environmental quality and economic impact considerations into decisions on investment. Other issues associated with improvements are defining the proper uses of funds appropriated by Congress pursuant to FLPMA and PRIA, and establishing BLM/cooperator maintenance responsibilities for existing and future improvements.

d) Budget and Performance Analysis (Range Improvement)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources
Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq. especially 1701, 1702, 1711, 1712, 1751-1753; Taylor Grazing Act, P.L. 73-482, 43 U.S.C. 315; Public Rangelands Improvement Act, P.L. 95-514, 43 U.S.C. 1901.

3) Funding

	1979	1980	1981
Authorization ($000's)	N/A	N/A	N/A
Appropriation ($000's)	8,665	10,620	13,500 (to date)

4) Appropriation Structure

Title: Range Improvements
Activity: Range Improvements (Public Land, Land Utilization)
Subactivity: Range Improvements
Component: Grazing Management

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	8,775	10,860	11,055	13,500
Work Years	229	250	295	250

6) Performance

Work Units	1978 Actual	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Develop					
Water Facilities	237	341	374	387	370
Miles of Fence	282	603	484	459	500
Management Facilities	156	163	83	121	100
Projects Surveyed & Designed	709	817	1,056	1,066	1,080
Maintain					
Water Facilities	6,491	1,629	1,433	1,633	1,600
Miles of Fence	791	617	648	848	1,000
Management Facilities	173	175	100	201	200

e) Relationships to Other Programs

Range improvement is an integral support measure necessary for managing rangeland ecosystems. Construction, development and maintenance of rangeland improvements enables managers to implement programs for livestock grazing management, soil, water and air management and wildlife management.

C.3. SOIL, WATER, AND AIR

a) Program Description

Protection, conservation and management of the soil, water and air resources of the public lands are basic responsibilities of BLM and are central to both the short range and long-term objectives of BLM programs. Increased environmental awareness and concern for these resources resulted in several new laws and executive orders in the last decade, among them the Federal Water Pollution Control Act Amendments, Safe Drinking Water Act, Clean Water Act, Colorado River Salinity Control Act, Clean Air Act, the National Environmental Policy Act, and Executive Orders Number 11514 on Protection and Enhancement of Environmental Quality, Number 11988 on Floodplain Management, and Number 11990 on Protection of Wetlands.

The soil, water, and air management program provides the basic data inventory and management information required in the development of public land use and activity planning, grazing environmental impact statements, environmental impacts related to energy development and other anticipated public land uses.

The program also supports studies and research to improve the effectiveness of water quality and quantity, air quality, and erosion and watershed management practices.

b) Progress Report

There are an estimated 95,000 current water uses on public lands that must be identified, quantified, and monitored to ensure the continuation and development of a wide array of authorized public land uses dependent upon water of sufficient quantity and quality. Approximately three percent of the total workload in water use identification and quantification faced by BLM has been completed. Five soil-water research projects planned for fiscal year 1981 will provide information to guide future land management practices. Approximately 16 million acres of soil inventory were conducted during fiscal year 1980; at the same time, 75 on-the-ground improvement projects and 73 facilities maintenance projects to improve watershed conditions and control erosion were accomplished in cooperation with the rangeland management program.

Five atmospheric deposition monitoring stations are operating on public lands in the Western States, with eight additional stations scheduled to be installed during fiscal year 1981. Data provided from these stations contribute toward air resource inventories and monitoring, as well as technical assistance and air resource information for other BLM programs (particularly in energy development-related environmental assessments).

c) Issues

Few issues are more hotly contested in the West than water rights. The late start of BLM's water inventory process has become a major point of conflict between BLM and the Western States. Obviously, the lack of systematically inventoried water use and water source information reduced BLM's ability to responsibly meet court-imposed water right adjudication schedules. If BLM is unable to prepare its water filings on time, it stands to lose rights necessary for increasing the productivity and supporting use of public lands and resources

now and in the future. All issues are not just consumptive development-related uses of water, but also such non-consumptive demands as instream flow needs to support fisheries, recreational use, and water quality on public lands.

Another expressed need in water resources of the public lands is the identification and quantification of groundwater resources for multiple-use activities and for protection of subsurface water resources potentially affected by energy development and hazardous waste disposal.

In cooperation with BLM's rangeland management program, watershed protection projects will meet priorities in the protection of land and water resources on the public lands. Erosion control structures and vegetation projects (range reseedings, for example) will act as protection to the public lands to improve and continue productivity for current and future uses.

Air resources management issues to be addressed by BLM include protection of air quality and visibility in and adjacent to areas of energy development, including both mineral extraction and power generation. Protection of air quality in these areas will need to be considered in planning mineral development activities, particularly the Federal coal program.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources
Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act. P.L. 94-579, 43 U.S.C. 1701 et seq. especially 1701, 1702, 1711, 1712; Taylor Grazing Act, P.L. 73-482, 43 U.S.C. 315; Soil Conservation and Domestic Allotment Act, P.L. 74-46, 16 U.S.C. 590a; Clean Air Act, P.L. 604, 42 U.S.C. 1857; Federal Water Pollution Control Act, P.L. 95-514; 43 U.S.C. et seq. especially 1252, 1323; Public Rangelands Improvement Act, P.L. 95-514, 43 U.S.C. 1901.

3) Funding

	1979	1980	1981
Authorization ($000's)	18,100	24,405	25,360
Appropriation ($000's)	20,275	18,189	22,580 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Renewable Resource Development and Management
Subactivity: Soil, Water and Air Management

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	15,508	19,220	20,717	25,200
Work Years	324	350	335	343

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
Millions of acres inventoried	20.9	20.9	30.8
Studies conducted	455	540	540
Water use identification and quantification	1,270	1,667	16,500

e) Relationship to Other Programs

Soil, water, and air management is an integral component of the overall program for managing rangeland ecosystems, other components of which include: range management; wild horse and burro management; and wildlife habitat management.

C.4. FOREST MANAGEMENT

a) Program Description

Approximately 117 million acres, one-quarter of the total land under BLM's jurisdiction, is forest land. Most of the land (91 million acres) is in Alaska, but development of Alaskan timber has been deferred until State selection, native claims, withdrawals, and other dispositions are completed. Of the remaining 26 million acres of forest land in the West, 4 million acres are capable of producing high quality commercial timber in quantities sufficient to warrant intensive management. The remaining 22 million acres are both forest land and rangeland. They are not highly valuable for commercial timber but do produce posts, poles, Christmas trees, and firewood--an item of dramatically increasing importance. These lands are managed less intensively than commercial timber lands, with primary activities aimed at controlling insects, disease, and trespass and providing wildlife habitat, livestock grazing, and soil and moisture stabilization.

By far the most valuable of the timber lands managed by BLM are the 2.4 million acres in Oregon known as the "Oregon and California (O&C) railroad grant lands" and the "Coos Bay Wagon Road (CBWR) grant lands." These lands were originally granted to private ownership in the 1800's for railroad and wagon road development but were returned to the Federal government when the developers failed to meet the terms of their land grants. Located in the Douglas-fir region of western Oregon, these are among the most productive forests in the country. They produce about 91 percent (1.1 billion board feet) of the total board feet annually produced on BLM managed land. This is about 2 percent of the total national production or 20 percent of western Oregon's production, and enough to build 86,000 three-bedroom houses. While not of regional significance, the timber produced annually on BLM managed lands outside of western Oregon is important to many small western communities. The estimated value of all the public land timber is $15 billion.

b) Progress Report

BLM is currently updating land use and timber management plans for the 4 million acres of high-product-value timber lands under its jurisdiction. This process includes the preparation of Environmental Impact Statements for the major forested areas in western Oregon, northern California, and northern Idaho. The first of these new plans, for the Josephine Unit in southwestern Oregon, was adopted in 1979. The new plan for the Jackson and Klamath Units, also in southwestern Oregon was adopted in May 1980 and is the second of the 16 plans scheduled to be developed for these States by 1982.

Draft Environmental Impact Statements for three other units, (South Coast and Curry in Oregon, North Idaho in Idaho, and Ukiah in California) have been circulated for public comment. Plans for these three units are scheduled for completion in 1981.

On June 12, 1979, the President directed BLM and the Forest Service to expedite development of these plans to increase timber harvests by departing from the historic, nondeclining even-flow harvest policy. The new policy permits the accelerated harvest of overmature timber, where environmentally

and economically feasible. This accelerated harvest, however, will be tempered in some instances by reductions in the cut made to preserve wildlife or environmental values, or for other reasons. Currently, the Josephine plan recommends a modest reduction while the Jackson-Klamath Plan in Oregon recommends a modest increase.

The full effect of the new policy will not be known until the land use plans, timber management plans, and Environmental Impact Statements are completed through 1982. Estimates indicate that with proper investment the current annual harvest level of slightly over 1.2 billion board feet can be increased by as much as 10 or 15 percent. The policy could also significantly improve local economic conditions in some areas while lessening unwanted effects on other forest resources and uses.

During fiscal year 1980, 1.2 billion board feet of timber were sold from 57,646 acres of public land under BLM jurisdiction; trees were planted on 28,500 acres, 12,848 acres were treated to release or protect tree plantations; and thinning to promote growth on high-product-value lands was accomplished on 7,601 acres.

Late in fiscal year 1979, BLM's Oregon office developed a program of increasing responsiveness to the sale of salvageable timber and the residue from standard timber sales. This program continued through fiscal year 1980. The demand for these kinds of forest products increased during the year because of the general slow-down in the timber industry during the year. BLM sold over 75 million board feet of material through this program. This enabled the increased utilization of timber residue and salvage material, thereby providing additional economic use of the resource while ensuring protection of soil, water quality, wildlife and other resource values.

c) Issues

A major issue centers around the tentative allocation of over mature timber land for wildlife habitat and its impact on the timber management plan for the Coos Bay, Oregon District. Locally, significant timber supply shortages and related socio-economic impacts are involved. Our planning and environmental process has developed and analyzed a range of alternative land use allocations, and timber harvest levels both above and below the current harvest level of 234 million board feet per year. To insure more public imput in the decision, additional public meetings are scheduled.

A controversial aspect of forest land management is the use of herbicides. The current policy is to use non-chemical alternatives in place of herbicides to the maximum degree feasible and to use approved herbicides (such as 2,4-D) only under stringent controls to minimize risks to human health. The issue of the relative cost of mechanical and chemical methods of controlling unwanted growth is one of continuing controversy. If the Federal government finds it in the interest of public health to further decrease the use of the still-approved herbicides and since studies show that alternative control is more expensive, then the annual harvest rate will either have to be reduced with resultant economic impacts or the levels of investment in timber management will have to be increased to sustain the annual harvest rate.

Growing energy needs have focused interest on the approximately 20 million acres of forest lands that do not produce commercial sawtimber and other manufactured products. These lands contain an estimated 200 million cords of firewood or the energy equivalent of 761 million barrels of fuel oil. In addition, commercial timber harvesting creates considerable residues with significant energy potential. There has been a significant increase in the demand for fuelwood from these lands, both for individual personal use and for commercial purposes. This demand has outpaced our ability to respond to it and still maintain our regular forest management program. In many areas, the demand has grown to the size that adequate inventories and economic, social, technological, and environmental studies are needed before permitting the program to expand.

Another issue is that, under present O&C accounting procedures, annual budget authority is based upon accrued timber receipts in the current fiscal year. This leads to funding the program on a month-by-month basis and developing planned fiscal-year activities on an estimate of receipts and resulting budget authority. Therefore, in a year such as FY 80 when receipts were less than anticipated, adjustments must be made during the year as the shortfall becomes apparent. If BLM were able to operate on prior-year receipts, it would be possible to know at the beginning of the year what level of program could be funded.

d) Budget and Performance Analysis: Forest Management (O&C)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources
Field Administrators: State Director, District Managers, Salem, Eugene, Coos Bay, Roseburg, and Medford, Oregon

2) Authorizing Legislation

Conservation of Timber on Certain Lands in Oregon Act of 1937, P.L. 75-405, 43 U.S.C. 1181; Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1071 et seq. especially 1701, 1702, 1711, 1712

3) Funding

	1979	1980	1981
Authorization	N/A	N/A	N/A
Budget Authority ($000's)	55,000	48,804	57,500
Appropriation ($000's)	48,387	48,804	58,200 (to date)

4) Appropriation Structure

Title: Oregon and California Grant Lands

Activity: Renewable Resource Management
Subactivity: Timber Management and Timber Development
Component: Forest Management, Western Oregon; Forest Development

5) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000)	55,922	62,700	37,936	57,500
Work Years	1,325	1,362	915	1,308

6) Performance	1979 Actual	1980 Actual	1981 Planned
Work Units			
Timber Offered (MBF)	1,119,490	1,102,910	1,095,275
Acres Reforested	30,500	26,900	33,260
Land Treatment (acres)	28,830	38,410	33,950
Thinning (acres)	10,760	2,972	12,300

e) Budget and Performance Analysis: Forest Management (Management of Lands and Resources)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resourcs
Field Administration: State Director, District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq. especially 1701, 1702, 1711, 1712; Bureau of Land Management Appropriation Authorization of 1978, P.L. 95-352, 43 U.S.C. 1748; Material Sales Act of 1947, P.L. 80-271, 30 U.S.C. 601

3) Funding	1979	1980	1981
Authorization ($000's)	8,800	8,992	9,382
Appropriation ($000's)	9,241	7,859	9,927 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Renewable Resources and Protection
Subactivity: Forest Management

5) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars (000's)	8,697	9,000	7,851	9,264
Work Years	292	300	285	444

6) Performance	1979 Actual	1980 Actual	1981 Planned
Work Units			
MBF Timber Offered	71,000	90,000	90,000
Acres Reforested	2,423	1,576	1,967
Land Treatment (acres)	1,297	1,206	708
Thinning (acres)	3,718	2,001	1,587

f) Audits Planned

Organization: Office of the Inspector General

Title: Review of Timber Sales from O&C Lands

g) Relationship to Other Programs

The forest management program is a multi-disciplinary program involving recreation, fish and wildlife, grazing, watershed, archeology, engineering, and many other programs. Close coordination and cooperation with BLM representatives from these areas of expertise is a prerequisite to land use planning, timber sale planning and layout, and other forest management activities. Similarly, coordination and cooperation with other Federal and State agencies is also required where the BLM forest management program interfaces with these agencies' actions or areas of recognized expertise, authority, or responsibility.

C.5. WILDLIFE

a) Program Description

The Bureau of Land Management manages extensive habitat for about 3,500 species of fish and some 2,700 species of wildlife.

The settlement of the West had a dramatic effect on wildlife and its habitat during the last century. When States began to manage fish and game through hunting regulations and other programs, fish and wildlife populations began to recover from a long decline. To accomplish this, the adequacy of habitat, wildlife's source of food and shelter, became an overriding concern. The Taylor Grazing Act recognized that wildlife habitat was among the lands' leading values and required that adequate wildlife forage be provided. Still, for at least three decades, forage allocation was often arbitrary. BLM began giving serious professional attention to wildlife needs in the mid-1960's, when a wildlife management program was initiated and wildlife biologists were recruited to serve in State and District Offices.

Endangered species legislation, passed in the late 1960's and 1970's, added a new dimension to management of the Nation's wildlife by providing a means for conserving and managing ecosystems essential to fauna and flora in danger of extinction. It clearly directed Federal agencies to protect the continued existence of such threatened and endangered species. Some 50 federally listed threatened and endangered plant and animal species have been identified on the the public lands.

BLM works in partnership with State wildlife agencies to carry out its mission of managing fish and wildlife habitats on the public lands and the Outer Continental Shelf by ensuring that wildlife needs are considered in all land-use planning decisionmaking. The Sikes Act of 1974 added impetus to such cooperative planning and management with State wildlife agencies by authorizing conservation and rehabilitation programs on public lands and directing the Secretary of the Interior to implement cooperative programs for fish and wildlife with State fish and game agencies.

BLM has executed memoranda of understanding and numerous cooperative agreements with 14 Western States and one State in the East. To summarize these arrangements, the States are responsible for wildlife population management, while BLM is responsible for managing the habitat on public lands. By protecting and improving habitat on public lands, BLM helps compensate for population losses caused by declining habitat on private lands. The interdependence of habitat and population management makes the close coordination between BLM and States a critical element in BLM's wildlife management program.

The Federal Land Policy and Management Act (FLPMA) recognized wildlife as one of the principal uses of the public lands. It also further increased BLM's authority, as well as its responsibility, to manage, protect, and enhance wildlife and fishery resources. Since the passage of FLPMA in 1976, BLM has increased its effort to inventory, plan for, and implement on-the-ground management and use of terrestrial and aquatic wildlife habitat.

b) Progress Report

The growth of BLM's commitment to protecting and enhancing wildlife habitat and ensuring that wildlife requirements are considered in land use and activity plans, environmental assessments, and project proposals is reflected in the steady increase of manpower and funding allocations for wildlife programs in recent years. The number of work years devoted to wildlife management was 369 in 1979, increased to 425 in FY 80, and is planned at 449 for FY 81. Overall, wildlife funding has increased 145% since FY 77.

BLM is a full participant in 15 interagency teams working to increase endangered species populations to the point where they can be removed from the endangered species list. In addition, BLM completed over 100 consulations with the Fish and Wildlife Service and National Marine Fisheries Service in 1980 regarding proposed actions with potential impacts on threatened or endangered species and their habitats.

Special attention was focused in 1980 on several key wildlife management activities, among them:

- The Snake River Birds of Prey National Conservation Area proposal. BLM completed a final environmental impact statement (EIS) in February 1980 on its proposal to expand the boundaries of the Birds of Prey Natural Area and Study Area in Idaho to meet the birds' habitat needs. Legislation was transmitted to Congress in April which would permanently protect this unique area. This area is one of the most significant ecosystems in the world for hawks, owls, eagles, and other birds of prey. The Secretary signed PLO 5777 on November 21, 1980 withdrawing the area for 20 years or until Congress acts on the legislation or may otherwise direct.

- Bighorn Sheep Restoration and Management. Continued monitoring and management efforts of populations which have been reintroduced in five States (Arizona, Colorado, Nevada, New Mexico, and Utah) are underway and implementation of management programs on key habitats in two other States (Idaho and Wyoming) are continuing.

- California Desert Wildlife Management. BLM developed a desert-wide management plan and EIS for 25 million acres of the California Desert for, among other things, the management and protection of desert wildlife.

- Tule Elk Restoration in California. BLM continued to cooperate closely with the California Department of Fish and Game and others to implement statewide and site-specific plans which are successfully restoring Tule Elk populations to a viable level and preventing their becomming a threatened or endangered species. In accordance with the 1976 joint resolution regarding Tule Elk, annual reports were completed and presented to Congress.

- Desert Tortoise Natural Area. Some 28,000 acres were withdrawn as authorized by FLPMA, to protect exceptionally valuable habitat for desert tortoise populations in Kern County, California. A visitor center was completed and a management program implemented.

- Study of the California Condor. BLM continued as a full partner in implementation of the December 17, 1979, cooperative agreement with the State of California, U.S. Forest Service, Fish and Wildlife Service, and the Audubon Society. The purpose of the agreement is to complete a detailed study of the status of the condor designed to identify habitat locations and possible methods to help reestablish the species.

- Endangered Species Reintroduction. BLM continued to work with States and other agencies on the four-year old program to reestablish the peregrine falcon. Programs to reintroduce certain other species are being considered.

- Inventory and Planning. BLM inventoried almost 52 million acres of wildlife habitat, completed 32 wildlife Habitat Management Plans and revised 40, and completed over 5,000 wildlife studies and research projects.

- Habitat Improvement. BLM accomplished some 14,000 acres of vegetation manipulation through seedings, plowing, burning, and other methods; 340 project surveys and designs; and 100 miles of protective fencing. Some 300 new water facilities were installed, and maintenance was provided for approximately 1,100 acres of vegetation, 280 water facilities, 120 miles of fence, and 300 management facilities.

c) Issues

The most difficult issues confronting BLM's wildlife program continue to spring from the conflicts between the public's concern for the preservation of wildlife habitats and endangered species and its ever-increasing demands for commodities like water, timber, minerals, red meat, and energy.

Competing demands for water are a frequent source of conflict between the Federal Government, the States, and private landowners, especially in the West. One specific example is Mono Lake in California where litigation is pending on the city of Los Angeles' diversion of water from streams flowing into the lake. In addition, Executive Orders 11988 and 11990 have imposed new mandates for Floodplain Management and Protection of Wetlands. These often pose serious conflicts for other water uses.

Another area where competing demands create wildlife issues is energy development. Recently accelerated plans for coal and other types of energy development could threaten some wildlife habitats in high value energy areas. In coal areas, for example, BLM is conducting comprehensive inventories to expedite the identification of lands suitable or unsuitable for coal leasing.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources
Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, 43 U.S.C. 1701 et seq. expecially 1701, 1702, 1711, 1712, P.L. 94-579; Taylor Grazing Acat, 43 U.S.C. 315, especially 315 (h), P.L. 73-482; Endangered Species Act, 16 U.S.C. 1531 et seq. expecially 1533, 1535-36, P.L. 93-205; Sikes Act, 16 U.S.C. 6700, P.L. 95-420; Public Rangelands Improvement Act, 43 U.S.C. 1901, P.L. 94512; Bureau of Land Management Appropriation Authorization, P.L. 95-352; Joint Resolution Regarding Tule Elk, 16 U.S.C. 673. Executive Order 11988 (42 FR 26951; May 25, 1977), Flood-plain Management; and Executive Order 11990 (42 FR 26961; May 24, 1977), Protection and Management of Wetlands.

3) Funding

	1979*	1980*	1981
Authorization ($000's)	12,300	25,840	29,928
Appropriation ($000's)	12,244	16,380	20,625 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Renewable Resources and Protection
Subactivity: Wildlife Management

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	11,161	15,880	16,561	19,793
Work Years	364	400	463	463

*Additional $10 Million authorization FY 1978 and FY 1980 for range, soil, water, air, and wildlife from Sikes Act: additional $11,000 from Public Rangelands Improvement Act for range, soil, water, air, and wildlife in FY 1980.

6) Performance	1979	1980	1981
Work Units			
Million of acres inventoried	46.6	57.9	42.4
Miles of Stream inventoried	1,878	3,399	2,622
New HMPs prepared and revised	53	72	70
Thousands of acres of wildlife habitat improved	1.7	3.5	6.3
Miles of stream habitat improved	223	348	400

e) Relationship to Other Programs

Wildlife habitat management is an integral component of the overall program for managing rangeland ecosystems, other components of which include: range management; wild horse and burro management; and soil, water and air management. In addition, BLM works closely with the Fish and Wildlife Service (FWS) and the National Marine Fisheries Service (NMFS) on matters pertaining to threatened and endangered species. BLM and FWS also signed a Memorandum of Understanding in May 1980 which addresses the full range of cooperation between the two agencies. Where BLM habitat management areas adjoin lands administered by the Forest Service, efforts are made to coordinate management activities.

D. Heritage Programs

D.1. RECREATION AND VISUAL RESOURCE MANAGEMENT

RECREATION MANAGEMENT

a) Program Description

The primary objectives of BLM's recreation program are to manage and protect public land resources that are used for recreational activities, such as off-road vehicle (ORV) sport, river rafting, hiking, camping, hunting, and fishing, and to aid visitor enjoyment and safety by informing the public about the values and uses of the public lands.

Public recognition of the recreational values of the public lands has grown rapidly in recent years. The Classification and Multiple Use Act of 1964 recognized that major portions of public lands in the Western States and Alaska possessed values that should be managed for multiple use, including recreation, and provided ways to designate and segregate certain lands, primarily for recreational use.

Many recreational resources, such as rivers, trails, and roadless areas, often have national, as well as regional or local significance. As part of its multi-purpose planning process, BLM conducts studies to evaluate the significance of such areas to ensure that they are effectively managed and, in some instances, to provide information for designating them as part of national systems such as wild and scenic rivers, or scenic, recreation and historical trails, or as part of other designated special area systems.

While virtually all of the public lands managed by BLM are open to recreational use, areas with specially recognized recreational values include:

- 30 areas with special, unique, or unusual recreation values;
- California Desert Conservation Area with 12 million acres of public lands;
- 52 recreational rivers with over 4,000 miles suitable for floatboating or whitewater use. Four rivers--the Rio Grande, Rouge, Missouri, and American--are designated as National Wild and Scenic Rivers. Sixteen more rivers are presently being considered for inclusion in the system An additional 1,000 streams also possess recreation values, primarily for sport fishing;
- 12 designated components of the National Trail System with nearly 1,900 miles under BLM management;
- King Range National Conservation Area with over 41,000 acres and 30 miles of Pacific Beach;
- Over 800 areas with wilderness characteristics totalling nearly 23 million acres (subject to interim management pending final wilderness designation decisions);
- 463 developed recreation sites;

A major recreational activity on the public lands is the use of off-road vehicles (ORV's)--motorcycles, minibikes, trail bikes, snowmobiles, dune buggies, all terrain vehicles, and others. The widespread use of such vehicles began in the late 1960's, and has risen to over 8.7 million visitor days annualy. While BLM recognizes ORV's as a legitimate recreational activity, they are frequently in conflict with other types of recreational activity and other resource uses (range, historic, cultural, etc.). In response to this growing problem, a Presidential Executive Order 11644 was issued on February 8, 1972, to "establish policies and provide for procedures that will insure that the use of off-road vehicles on public lands will be controlled and directed so as to protect the resources of those lands...." In 1973, the BLM designated 12 million acres of the California Desert as either open, closed, or limited to ORV use in order to control ORV activity within that area. On May 24, 1977, President Carter issued EO 11989 to further clarify BLM's authority by directing that areas be closed immediately when ORV use would cause considerable adverse effects on the soil, vegetation, wildlife habitat, or cultural or historic resources of the areas. Under the authority of these Executive Orders (11644 and 11989) and the Federal Land Policy and Management Act of 1976, BLM designated more than 2.5 million acres as open, closed, or limited to ORV use in 1979, primarily in Alaska, Colorado, Montana, New Mexico, Oregon, and Utah.

b) Progress Report

Open, closed, or limited designations for ORV areas were given to over 10 million acres. All of the public lands are to receive designation by 1987.

In fiscal year 1980, BLM sent to Congress a resource management plan for the North Fork of the American Wild and Scenic River in California. The plan provides the basic guidance for classification and management of the river corridor.

Wild and Scenic River Studies for 9 rivers--the Tuolumne in California, John Day in Oregon, Gunnison in Colorado, Lower Wisconsin in Wisconsin, Colorado (Westwater) in Colorado and Utah, Lower Dolores in Colorado and Utah, and the Bruneau-Jarbidge, Owyhee, and Salmon in Idaho--were completed and sent to Congress for possible inclusion in the National Wild and Scenic River System.

The Pacific Crest National Scenic Trail, extending from the Mexican to the Canadian border through California, Oregon, and Washington, (of which approximately 179 miles is under BLM management) and Hull's Gulch National Recreation Trail (3.5 miles) in Idaho were designated as components of the National Trails System. An additional 18 miles was added to the King Range, and 6 miles to the South Yuba National Recreation Trails, both in California. Applications for an additional six, and and an extension of one existing,--trail(s) have been sent to the Heritage Recreation, and Conservation Service for possible designation by the Secretary. In addition, BLM is also conducting or participating in the study and development of resource management plans for nine designated trails in the National Trails System and in studies of four trails for possible inclusion in that system. BLM has the lead in planning and future managment of the Iditarod National Historic Trail. It is the first time BLM has been designated by the Secretary to be responsible for overall coordination

and development of a comprehensive management plan for a component of the National Trails System. The plan which is 70 percent complete, is to be sent to Congress by the end of fiscal year 1981. A charter has been drafted and is awaiting the approval of the Iditarod Trail Advisory Council members.

The final Environmental Impact Statement and Proposed Plan for the California Desert Conservation Area (CDCA) was completed in September (and was approved by the Secretary in early FY 81). The plan is a comprehensive, long-range plan which provides general guidance for the present and future management of the resources (including outdoor recreation) of the CDCA under the principles of multiple-use and sustained-yield.

Land and Water Conservation Fund recreation land acquisitions by BLM totalled 3,015 acres. A total of 26 parcels were acquired to protect special, unique, or unusual areas with high recreation values in California, New Mexico, Montana, Utah and Oregon.

Television public service announcements using the "Road Runner" cartoon characters were released in late fiscal year 1980. These announcements were part of a comprehensive public education program BLM is developing to explain ORV designations to the public and promote safe ORV use. A major goal of this effort is the development of a more responsible "land ethic" in ORV users. "Camping on the Public Lands," a brochure and map providing general recreation information on camping areas and facilities, and recreation opportunities on the public lands was made available to the general public in May of 1980. The publication replaced "Roam to Roam," which is no longer in print.

A project was begun to revise existing BLM recreation management policy. It will eventually generate a manual to provide field guidance for recreation personnel. The document, which is to be completed by the end of FY 81, will provide a structure for identifying varying BLM recreation management program responsibilities on the public lands and also serve as a basis for communicating with recreation constituency groups. Development of this document has been materially assisted by a policy workshop composed of representatives from other Federal agencies, individuals from universities, state officials, and private citizens, as well as through reviews done by the National Public Lands Advisory
Council.

c) Issues

Providing expanded visitor services to the growing numbers of recreationists is a major challenge of the 80's. Enforcing the closed and limited ORV designations on public lands continues to be a major issue in the recreation program.

Access to public lands is a problem in many areas with special, unique, or unusual recreation values.

As a follow-up to the Policy development effort, there is a need to develop cost-effective means for managing increasing recreation use on public lands.

VISUAL RESOURCE MANAGEMENT

a) Program Description

The Federal Land Policy and Management Act, the National Environmental Policy Act, and a number of other Statutes and Executive Orders require BLM to assess the visual impacts of proposed activities on the public lands and to adopt measures to minimize the adverse visual impacts of these activities. BLM's Visual Resource Management Program is responsible for ensuring that this aspect of the agency's multiple use management mandate is met. This includes, among other things, inventorying the visual resources on public lands, developing appropriate design standards and visual impact simulation techniques, assessing the visual impacts associated with specific resource developments and other changes in the use of public lands, designing measures to minimize the adverse visual impacts of proposed actions, and developing measures to enhance particularly scenic areas.

b) Progress Report

Visual resource inventories are completed for approximately 30 percent of the lands administered by BLM. Inventories of the remaining 70 percent are expected to be completed by 1990. As these inventories are conducted, those areas having unique visual values will be considered for possible special area designation and special management status.

A variety of techniques have been developed by BLM, the Forest Service, and other Federal land management agencies to simulate the visual impact of proposed changes in the use of public landfs, and a training program has been developed to familiarize field personnel with these techniques. BLM provides State and local units of government with information concerning visual resource management and coordinates its visual resource management activities with those and other units of government.

c) Issues

With anticipated increases in energy and mineral exploration development on public lands in the next several years, it will become increasingly important to deal with modifications to key visual resources relative to these topics. It is vital to consider potential impacts to the visual quality of an area early on in the planning and design stages of projects.

d) Budget and Performance Analysis (Recreation and Visual Resource Management)

1) Administrative Responsibility

Program Administrator:	Assistant Director, Recreation and Environmental Areas
Field Administrators:	State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1701, et seq.; Taylor Grazing Act, 43 U.S.C. 315a; Endangered Species Act, 16 U.S.C. 1531 et seq.; Wild and Scenic Rivers Act, 16 U.S.C. 1281c; Land and Water Conservation Fund Act, 16 U.S.C. 1-6a; National Trails System Act, 16 U.S.C. 1241 et seq.; Bureau of Land Management Appropriation Authorization, 43 U.S.C. 1748; Recreation and Public Purposes Act, as amended, P.L. 69-386 (68 Stat. 173; 43 U.S.C. 869 et seq.); National Environmental Policy Act of 1969, P.L. 91-190 (83 Stat. 852, 42 U.S.C. 4321); Wilderness Act of 1964, P.L. 88-577 (78 Stat. 890, 16 U.S.C. 1131); and Vocational Rehabilitation Act, as amended, P.L. 93-112 (29 U.S.C. sec. 794).

3) Funding

	1979	1980	1981
Authorization ($000's)	10,700	9,759	11,859
Appropriation ($000's)	8,004	7,970	7,959 (to date)

4) Appropriation Structure

Title: Management of Lands & Resources and O&C Grant Lands
Activity: Renewable Resources and Protection
Subactivity: Recreation and Visual Resources Management
Component: Recreation and Visual Resources Management

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	7,770	7,732	7,970	7,959
Work Years	177	230	225	230

6) Performance

Work Units	1979 Actual	1980 Planned	1980 Actual	1981 Planned
River & Trail Studies and Plans	6	6	26	6
River & Trail Permits	1,336	1,500	1,862	1,500
Off-Road Vehicle Designations (million acres)	2.5	12.0	10.1	14.0
Visual Project Compliance	2,000	2,000	2,000	2,000
Recreation Inventory (million acres)	9.4	11.8	11.0	11.8
Recreation Permits	888	1,200	1,123	1,200

e) Relationships to Other Programs

The following BLM programs provide support for the Recreation and Visual Resource Management programs within their funding base:

Cadastral Survey: Identifying the boundaries for special areas.

Construction and Maintenance: Developing and maintaining facilities such as boat ramps, trail head facilities, campgrounds, picnic areas, etc.

Automated Data Processing: Data storage, analysis, retrieval, and dissemination;

Planning: Coordinating recreation planning schedules and needs with other resource programs;

Public Affairs: Developing media releases regarding the Recreation and Visual Resource programs and printing of documents;

Cooperative Relations: Identifying public participation methods to be used in the development of recreation management plans;

Lands: Transferring recreational lands to other jurisdictions and processing land use authorizations; acquiring recreation lands for public use;

Fire Management: Developing fire management plans for recreation sites;

Wildlife: Identifying crucial wildlife habitat areas.

Engineering: signs, etc;

Resource Protection: Law enforcement;

Rights-of-Way: Acquiring rights-of-way access to public lands.

The Recreation Program relies on the Regional Offices of the Solicitor of the Department of the Interior to represent BLM in legal challenges regarding ORV designations and in tort claims brought against BLM for injuries recreational users incur on public lands. The Recreation and Visual Resources Management Programs also coordinate their activities with the Heritage Conservation and Recreation Service, the National Park Service, the Forest Service, other Federal land managing agencies, and with State recreation agencies.

D.2. WILDERNESS REVIEW PROGRAM

a) Program Description

FLPMA made the preservation and management of wilderness a part of the multiple use mandate for the public lands. It required BLM to carry out a comprehensive inventory of the public lands in order to identify potentially suitable areas for the National Wilderness Preservation System.

With public participation provided throughout, the wilderness review process has three major phases; inventory, study, and reporting to Congress.

The inventory is conducted in two parts. The initial inventory in the contiguous western States, completed November 1, 1979, resulted in quickly releasing 117 million acres of public land that obviously lacked wilderness characteristics. The second, or intensive inventory, proposes to release some 32 million additional acres after detailed field examination, and proposes a total of approximately 24 million acres to be identified as wilderness study areas.

Wilderness study areas will be evaluated in detail to determine their potential uses and whether they are suitable for preservation as wilderness. The lands to be recommended to Congress as suitable will be surveyed for mineral values by the U.S. Geological Survey and the Bureau of Mines. Based on the study, the Secretary of the Interior will submit recommendations on each wilderness study area to the President. The President, in turn, will send his recommendations to Congress within two years. Only Congress can designate an area as wilderness to be included in the National Wilderness Preservation System.

The wilderness review applies to all public lands administered by BLM except:

- o lands where the United States owns the minerals but the surface is not Federally owned;
- o lands being held for the benefit of Indians, Aleuts, or Eskimos;
- o lands tentatively approved for State selection in Alaska;
- o lands on the Outer Continental Shelf; and
- o Oregon and California grant lands that are managed for commercial timber production.

To relieve some of the impact of the review process on ongoing projects, especially energy-related ones, certain inventories were accelerated. One major area accelerated was the potentially valuable oil and gas region in the Overthrust Belt, a twisting geological formation which stretches from the northern Rocky Mountains through Montana, Wyoming, Idaho, Utah, Nevada, and Arizona. The accelerated review completed on February 22, 1980, resulted in the release of nearly 10 million of the 11.4 million acres of public lands in the Overthrust Belt, leaving 1.4 million identified as wilderness study areas.

In addition to the overall wilderness review, FLPMA directed the Secretary of Interior to make recommendations to the President by July 1, 1980, on 55 areas (about 509,000 acres) formally identified prior to November 1, 1975 as natural or primitive areas. BLM reviewed these areas scattered throughout the Western States and Alaska and submitted final suitability recommendations on 19 of these areas to the President, concerning their suitability for possible inclusion in the National Wilderness Preservation System. The President also received status reports for the remaining 36 areas which outlined the progress in the development of final recommendations concerning their suitability for designation as wilderness.

FLPMA states that during the wilderness review lands must be managed "in a manner so as not to impair the suitability of such areas for preservation as wilderness." A special exception to this mandate covers mineral leasing, mining, and grazing uses, which may continue under a "grandfather" provision in the same manner and degree as they were on the date FLPMA was enacted. Valid existing rights are also recognized.

On December 12, 1979, BLM issued the Interim Management Policy and Guidlines for Lands Under Wilderness Review. This guidance provides for maintenance of an area's suitability for possible wilderness designation, while recognizing valid existing rights and "grandfathered" uses.

FLPMA also states that any public lands designated as wilderness by Congress will be managed under provisions of the Wilderness Act of 1964 that apply to national forest wilderness areas.

b) Progress Report

Wilderness inventory efforts in the Western States culminated in mid-November 1980. After two years of reviewing some 174 million acres, with full public participation, final decisions were then made. Somewhere in the order of 149 million acres were released from further wilderness review, while some 24 million acres were identified as wilderness study areas.

Intensive inventory criteria were applied ahead of schedule on certain lands in the West and in Alaska. These included the Overthrust Belt, Intermountain Power Project, and wilderness assessment of some 2.5 million acres for the Alaska Natural Gas Transportation System route.

In August 1980, the Secretary transmitted his recommendations and reports to the President for 19 instant study areas and status reports (with deferred recommendations) for the remaining 36 instant study areas. Aravaipa Canyon Primitive Area in Arizona was recommended for wilderness, while 18 other natural areas in the first package were found to lack wilderness characteristics. Of the 36 remaining areas, recommendations were deferred for a variety of reasons, most of which involve the need to coordinate studies with study of adjacent wilderness study areas. These areas will be reported over the next several years with a recommendation either to include or exclude them from the National Wilderness Preservation System.

Accelerated wilderness study was conducted on 5.7 million acres in the California Desert Conservation Area (CDCA) and some 2 million acres were

identified as suitable for wilderness designation. The final CDCA environmental impact statement and proposed plan was completed on September 30, 1980.

Final rulemaking was issued on March 3, 1980, providing protection for potential and identified wilderness study areas from the loss of wilderness suitability that might result from mining operations. Mining operations may continue in wilderness study areas during the review in the same manner and degree as they were conducted prior to FLPMA, provided no undue or unnecessary damage takes place. Valid existing rights are also recognized under the regulations.

c) Issues

Now that the majority of public lands have been inventoried, one major issue remains. That is, under what procedures and schedules will wilderness studies be conducted within the BLM planning process?

Draft wilderness study policies and procedures were developed to guide the analysis of wilderness study areas through the BLM planning process. These draft policies and procedures, were released for public review at the end of calendar year 1980. They contain planning criteria to be used by BLM in arriving at wilderness recommendations on the suitability of study areas for wilderness designation. Mineral surveys are scheduled to begin in FY 82 and U.S. Geological Survey has an optimum capability to survey some 3.8 million acres of wilderness study areas per year for mineral resources. Wilderness study reports containing these recommendations will be submitted by the President to Congress on an annual basis beginning in 1983. The Secretary has determined that every effort should be made to complete the wilderness studies as soon as possible prior to the 1991 statutory deadline for reporting to the President. Accordingly, BLM is planning on completing all studies by the end of fiscal year 1987, with high priority conflict areas (such as conflicts with energy projects) scheduled for study first. These scheduling goals will ensure a minimum of delay and uncertainty in resolving the status of wilderness study areas.

A draft wilderness management policy has been prepared with an release in early 1981 for public review.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas
Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L 94-579 43 U.S.C. 1701, 1982; Bureau of Land Management Appropriation Authorization of 1978, P.L. 94-352, 43 U.S.C. 1748

3) Funding

	1979	1980	1981
Authorization ($000's)	9,500	9,677	10,047
Appropriation ($000's)	9,867	10,040	12,743 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Renewable Resources and Protection
Subactivity: Wilderness Management

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	11,714	9,840	9,989	11,737
Work Years	310	300	252	217

6) Performance

	1979 Actual	1980 Actual	1981 Planned
Work Units			
Inventory (million acres)	---	138	36
EIS's (final wilderness)	---	1	5
Study (million acres)	---	5.7	---
Bureau of Mines/U.S. Geological Survey mineral reports	---	9	10

e) Relationship to Other Programs

Various other Bureau programs and offices provide support to the Wilderness Program. These programs and the items of support include:

- o Cadastral Survey: Identification of boundaries when necessary.
- o Construction: Development of visitor facilities such as trails, trail head facilities, etc.
- o Automated Data Processing: Computerized tracking of the wilderness review process, standardized mailing list for inputs to new policy, etc.
- o Planning: Coordination of study policies and schedules with other programs such as Range EIS's and incorporation of wilderness studies into the Bureau's planning system through resource management plans (RMP's) or MFP amendments.
- o Mineral Resources: Coordination of survey policy and schedules with the Geological Survey and Bureau of Mines on mineral surveys and development and application of an intensive BLM minerals inventory as part of the planning process for all wilderness study areas.

- o Legislation and Regulatory: Development of legislative proposals for wilderness recommendations.
- o Public Affairs: Development of media releases regarding the Wilderness Program and printing of documents.
- o Cooperative Relations: Development of public participation methods to be used in the wilderness review process.
- o Lands: Withdrawals, acquisitions, etc.
- o Fire Management: Development of fire management plans.
- o Resources Protection: Law enforcement.
- o Rights-of-way: Process rights-of-way applications.
- o Wildlife: Identifying crucial wildlife habitats and management plans.

The Wilderness Program also relies on the Geological Survey and the Bureau of Mines to conduct mineral surveys of public lands identified as suitable for possible wilderness area designation.

D.3 NATURAL HISTORY RESOURCE MANAGEMENT

a) Program Description

The Federal Land Policy and Management Act of 1976 (FLPMA) explicitly mandates BLM to protect the quality of scientific, ecological, and environmental values, and to preserve and protect certain public lands in their natural condition. FLPMA also requires BLM to identify, designate and provide protection for areas of critical environmental concern (ACEC) where special management attention is required to prevent irreparable damage to important natural systems or processes. While all of BLM 's primary resource programs are required to consider these resource values in formulating approving and implementing resource development and management plans, the Natural History Resource Management (NHRM) Program is being developed under these authorities to enhance BLM's contributions to the Federal Committee on Ecological Reserves, the Federal Research Natural Area System, State Natural Heritage Programs, the National Natural Landmarks Program, and United Nations Educational, Scientific, and Cultural Organization (UNESCO) and Man and the Biosphere Reserves Program. The ACEC effort and the NHRM Program are broadly guided by the special area concept prompted by the President's 1979 Environmental Message.

The Natural History Program at the field level is responsible for identifying natural areas on public lands having significant scientific and educational values, developing measures to protect these areas, and facilitating use of these areas by researchers, educators and others in the environmental science fields. NHRM works closely with other Federal agencies, State and local governments, and private institutions to identify the types of natural areas to be included in a balanced national system.

BLM participates in the National Natural Landmarks (NNL) Program established by the Secretary of the Interior in 1963 and now administered by the Heritage Conservation and Recreation Service (HCRS). The purpose of the NNL Program is to identify and encourage protection of scientifically selected areas throughout the United States that are nationally significant representatives of the country's natural heritage.

Federal land management agencies have been developing a national system of designated Research Natural Areas (RNA's) for scientific research since 1927. BLM first contributed to the system in the early 1940's, has now formally designated 21 RNA's covering about 50,000 acres, 100 additional sites are awaiting action to complete formal designation.

b) Progress Report

NHRM contributed to the development of BLM's policy and procedural guidelines for ACEC's which were published in the Federal Register in August 1980.

In FY 80, one new RNA by BLM on public lands in New Mexico was formally designated through the ACEC procedures. Four RNA's and 15 NHRM-related ACEC's were proposed in the final management plan for the California Desert Conservation Area.

BLM received 48 proposals from HCRS for potential NNL's involving BLM lands to be nominated to the Secretary. BLM endorced 21 of those proposals and is considering the remainder in ongoing planning processes. Eight of the NNL's endorsed by BLM were designated and one was expanded by the Secretary in 1980. In the Secretary's FY 80 annual report to Congress on NNL's exhibiting known or anticipated damage or threats, six NNL's involving public lands were removed from the 10 on the FY 79 list and two were added, leaving a total of six listed. A memorandum of agreement to guide furture cooperative efforts between HCRS and BLM on all facets of the NNL and NHRM Programs was begun.

Eight critical natural areas in Alaska, California, Nevada, Oregon, and Utah were provided protection from potentially damaging activities.

BLM was invited to participate in the U.S. MAB-8 Biosphere Reserves Directorate of UNESCO's Man and the Biosphere Program and the Headquarters NHRM Program Leader was designated as BLM's representative. A precedental MAB workshop on forthcoming OCS oil lease sales in the Santa Barbara Channel provided interdisciplinary insights which will assist BLM's Pacific OCS Office environmental impact assessment. The Channel Islands are designated by UNESCO as a Biosphere Reserve.

c) Issues

NHRM needs to establish more systematic and cost-effective means to fulfill its responsibilities. Significant natural science values in the public interest need to be better recognized and served on the public lands. Appropriate areas and types of protection and other BLM efforts needed to serve those values are continual issues.

Adequate management is required to protect existing BLM natural areas from current or potential sources of damage, which iclude vandalism, theft and destruction of rare plants, as well as other resource uses.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas
Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1701, et seq.; Taylor Grazing Act, 43 U.S.C. 315a; Endangered Species Act, 16 U.S.C. 1531 et seq.; Wild and Scenic Rivers Act, 16 U.S.C. 1281c; Land and Water Conservation Fund Act, 16 U.S.C. 1-6a; National Trails System Act, 16 U.S.C. 1241 et seq.; Bureau of Land Management Appropriation Authorization, 43 U.S.C. 1748; Recreation and Public Purposes Act, as amended, P.L. 69-386 (68 Stat. 173; 43 U.S.C. 869 et seq.); National Environmental Policy Act of 1969, P.L. 91-190 (83 Stat. 852, 42 U.S.C. 4321); Wilderness Act of 1964, P.L. 88-577 (78 Stat. 890, 16 U.S.C. 1131); and Vocational Rehabilitation Act, as amended, P.L. 93-112 (29 U.S.C. sec. 794).

3) Funding

	1979	1980	1981
Authorization ($000's)	---	---	298
Appropriation ($000's)	---	180	298 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources and O&C Grant Lands
Activity: Renewable Resources and Protection
Subactivity: Natural History and Cultural Resource Management
Component: Natural History Resource Management

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	310	180	268	298
Work Years	---	5.4	45	6

6) Performance

Work Units	1979	1980	1981
Site Protection (#)	---	8	12
Site Designation (#)	1	0	11

e) Relationships with Other Programs

The Natural History Program relies on support actions funded by a number of other BLM programs and offices. These include:

- o Resource Sciences: Technical advice;
- o Geology: Minerals, Range, Forestry, Recreation, Wilderness and Wildlife, Resources Inventors;
- o Planning: Evaluation, natural area designation, and other RMP/MFP functions;
- o Lands and Realty: Processing land use authorizations and other related actions;
- o Automated Data Processing: Data storage, analysis, retrieval, and dissemination;
- o Public Affairs: Developing media releases regarding the Natural Histroy Program and printing of documents;
- o Cadastral Survey: Identifying Natural Area Boundaries and development of maps;
- o Engineering: Signs.

D.4. CULTURAL RESOURCE MANAGEMENT

a) Program Description

BLM manages the largest remaining cultural (including archeological and historic) resource base on Federal lands. Estimates of cultural resource properties located on BLM administered lands range from one-half million to over five million. These include a wide variety of resources ranging from southwestern prehistoric ruins to historic ghost towns; from aboriginal rock art to early wagon roads and trails; and from small scatters of ancient stone tools to abandoned military posts. They range in time from 20,000-year-old remains of special importance to the scientific community, to areas of contemporary religious and social significance, valued by Native Americans and others.

There are 271 BLM cultural resource properties listed on the National Register of Historic Places. Approximately 218 additional National Register nominations for cultural resource properties on public lands are pending or in preparation. Additional, nearly 6,000 cultural resource properties on the public lands have been identified as prossessing qualities making them suitable for nomination to the National Register. This number is increasing at a rate of 200 to 500 properties per year.

b) Progress Report

Existing data inventories of known cultural resources have been conducted on about two-thirds of BLM-administered lands. To facilitate this process, BLM and the Forest Service joined in an effort to identify known resources that are on adjoining BLM and Forest Service lands. This effort allows both personnel and budgetary resource sharing.

In 1979, BLM implemented a process to evaluate all cultural resource sites for classification within several categories of use: Socio-cultural use, current or potential scientific use, management use, and conservation for future use. BLM has also taken steps to ensure the protection of several fragile cultural sites. Protection includes patrolling, posting signs, erecting fences, and site stabilization. BLM has provided some form of protection to almost 8,000 cultural resource properties.

c) Issues

A key issue in the Cultural Resource Program is the conflict between preserving the public lands legacy and using the land for other multiple uses, especially ones related to energy, livestock grazing, and wilderness. BLM depends upon it ongoing multiple use planning process to ensure that these values are carefully considered in resource use decisions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator:	Assistant Director, Recreation and Environmental Areas
Field Administrators:	State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, U.S.C. 1701, 1782; Bureau of land Management Authorization of 1978; Antiquities Act of 1906, P.L. 59-209, 16 U.S.C. 432; National Environmental Policy Act of 1969, P.L. 91-190, 43 U.S.C. 4321, 4331-5: National Historic Preservation Act of 1966, 16 U.S.C. 470; Archaeological Resources Protection Act of 1979, 16 U.S.C. 470aa-11;

3) Funding

	1979	1980	1981
Authorization ($000's)	2,400	2,479	2,311
Appropriation ($000's)	3,090	2,630	3,766 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources and O&C Grant Lands
Activity: Renewable Resources and Protection
Subactivity: Natural History and Cultural Resources Management
Component: Cultural Resource Management

5)

Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	3,104	2,810	2,612	3,894
Work Years	97	97	86	99

6)

Performance	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Work Units				
Inventory (million acres)	2.8 1/	5.4	.5	2.5
Site Protection (#) 2/	50	50	25	62
Permits (#)	253	260	270	280

1/ For fiscal years 1970-1979
2/ Several "sites" are areas containing many sites

7) Audits (Underway)

Organization: General Accounting Office
Title: Federal Archaeology Programs

e) Relationships to Other Programs

The Cultural Resource Management Program is supported by the following programs within their funding base.

Resource Sciences: Technical advice, Minerals, Range, Forestry, Recreation;

Wilderness and Wildlife: Inventories from their various programs;

Planning: RMP/MFP functions;

Lands and Realty: Processing land acquisitions and withdrawals;

Automated Data Processing: Data Storage, Analysis, Retrieval, and Dissemination;

Public Affairs: Development of media releases concerning the Cultural Resource Management Program and printing of documents;

Cadastral Survey: Identification of boundaries and development of maps;

Engineering: Signs and site stabilization activities.

D.5. WILD HORSE AND BURRO MANAGEMENT

a) Program Description

The protection, management and control of wild horses and burros on public lands administered by BLM were entrusted to the Secretary of the Interior[1] by the Wild Free-Roaming Horse and Burro Act of 1971[2]. The Act has been amended by provisions contained in the Federal Land Policy and Management Act of 1976 and the Public Rangelands Improvement Act of 1978.

The amendments significantly improved and strengthened BLM's management capabilities. The 1976 amendment allowed the use of helicopters and motorized vehicles for removing excess animals. Prior to that, capture operations were slow, dangerous, and costly. The 1978 amendments were much broader in scope and focused on improving management through research and consultation; establishing priorities for removal and disposal of excess animals; and strengthening the adoption process. For the first time, adopters of excess animals were given the opportunity to acquire ownership of the animals through transfer of title by the government.

Based on the legislative mandates, BLM's wild horse and burro program objectives are:

1) To maintain in a thriving ecological condition the basic soil, water and vegetation resources that comprise the rangeland ecosystem.

2) To ensure viable populations of healthy free-roaming wild horses and burros in equilibrium with their habitat and other resource values.

3) To remove excess wild horses and burros from the public lands. Where a demand for excess animals exists, they will be made available for adoption by qualified individuals. If no adoption demand exists, excess animals will be humanely destroyed.

4) To ensure the humane care and proper treatment of wild horses and burros.

b) Progress Report

Wild horse and burro management must be considered in the perspective of BLM's goals for multiple use and sustained yield of the public rangelands. Emphasis will shift to on-the-ground management of the horse and burro herds, as the excess animals are removed.

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1 The Forest Service through the Secretary of Agriculture shares in the responsibility. However, 95% of the animals are on BLM administered lands.

2 Public Law 92-195.

In the past fiscal year, BLM has undertaken major efforts to improve its management of wild horses and burros. Removal of excess animals was accelerated and FY 80's gatherings, for the first time, were estimated to have nearly equalled the estimated annual horse population increase. The rate of removals must continue to increase for the next several years in order to actually reduce the wild horse and burro populations to management levels.

BLM strengthened its procedures for processing adoption applications to ensure the humane care and proper treatment of the animals by qualified individuals. An additional part-time adoption center in Denver, Colorado was opened to supplement the 15 adoption centers, owned, contracted or leased by BLM, and procedures were developed for transfering titles of ownership to adopters.

Three major research contracts were issued during FY 80. The research projects, designed by the National Academy of Sciences, cover food consumption rates and nutrition of horses and cattle (awarded to Colorado State University); wild horse habitat preference and use, vegetation response to grazing, and diet and nutritional status of horses and cattle on desert ranges (University of Wyoming); and the study of census techniques for wild horses (University of Minnesota).

Public information and involvement efforts were increased and proposals for herd managment and control were circulated for public comment. Through BLM's land use planning efforts and review of the rangeland environmental impact statements (EIS's), interested groups and individuals are assisting in the development of management objectives for the public rangelands and the wild horse and burro herds dependent on them.

In addition, BLM began issuing a quarterly update concerning program activities and accomplishments. The update is circulated to members of Congress, organizations, and individuals interested in wild horses and burros.

c) Issues

Three key issues continue to concern the public:

1) decisions on how many animals can be maintained in an area and on the allocation of available forage among wildlife, livestock, and wild horses and burros;

2) the cost and effectiveness of the adoption program in disposing of excess animals; and

3) the care and treatment of adopted animals.

Another issue is raised by Section 4 of the Act which requires BLM to remove wild horses and burros from private land upon the landowner's request. Given the intermingled ownership pattern of public and private lands in the West and that most are unfenced, BLM cannot prevent the animals from straying onto private land. Furthermore, BLM does not have the funds nor the people that would be needed to remove animals as requested. BLM and the Forest Service are considering a legislative change that would require BLM to remove animals from private lands only where private lands are fenced and a written request

to remove the animals has been submitted to BLM. This change would bring the Act into conformity with many of the Western States' open range policy laws and would clearly define the responsibilities of both BLM and the private landowners.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas
Field Administrators: State Directors

2) Authorizing Legislation

The Act of December 15, 1971, as amended (P.L. 92-195, 16 U.S.C. 1331-1340), commonly referred to as the Wild Free-Roaming Horse and Burro Act.

Amendments to the Wild Free-Roaming Horse and Burro Act were contained in:

- Section 404 of the Federal Land Policy and Management act of 1976 (P.L. 94-579, 16 U.S.C. 1338a) (90 Stat. 2775).
- Section 14 of the Public Rangelands Improvement Act of 1978, (P.L. 95-514, 43 U.S.C. 1712) (90 Stat. 1808).

3) Funding

	1979	1980	1981
Authorization ($000's)	3,100	5,574*	8,204
Appropriation ($000's)	3,691	5,998	6,807 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Renewable Resource and Protection
Subactivity: Rangeland Management
Component: Wild Horse and Burro Management

5)

Program Costs	1980 Actual	1980 Planned	1981 Actual	1981 Planned
Dollars (000's)	4,250	5,150	6,244	6,660
Work Years	96	96	115	108

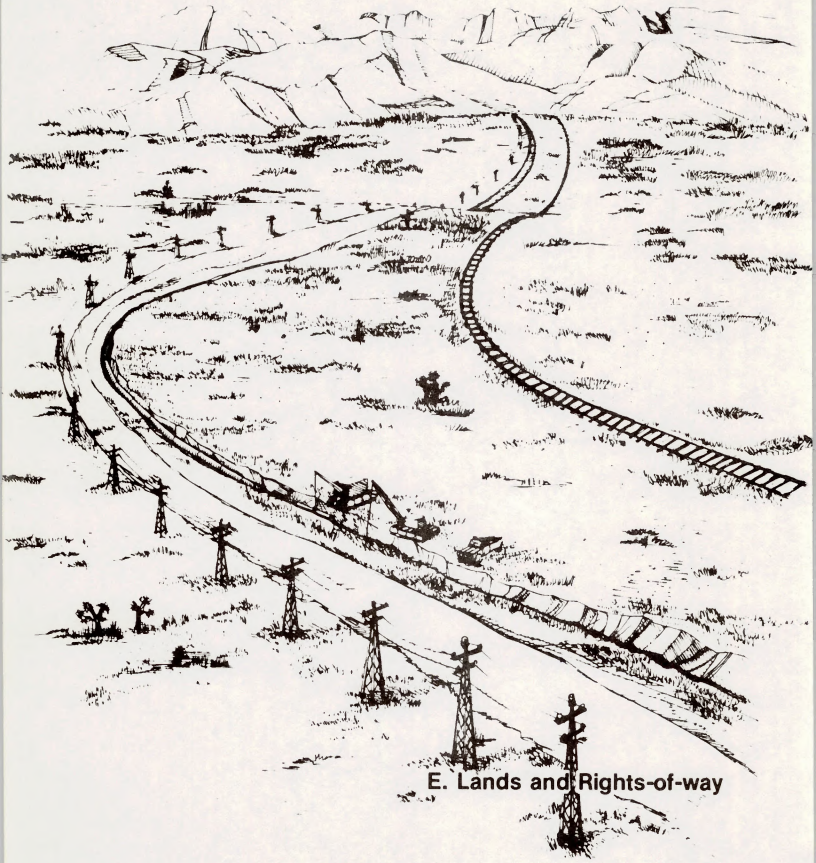
* Additional authorization of $11,000,000 from P.L. 95-514, Public Rangelands Improvement Act, for range, soil, water, air, and wildlife in FY 1980.

6) Performance	1979 Actual	1980 Actual	1981 Planned
Work Units			
Million of Acres Inventoried	14.4	20.8	20.3
Number of owned and Leased Adoption Centers*	9	12	12
Number of Adoption Centers under Contract to BLM	4	4	5
Number of Animals Adopted	5,000	7,770	9,900
Number of Herd Management Area Plans developed	11	14	8
Number of excess animals removed from public lands	6,071	9,610	10,500
Number of WH&B compliance checks after adoption (adopters)	518	1,465	1,000

* Includes both year-round and short-term facilities

e) Relationship to Other Programs

Wild horse and burro management is an integral component of the overall program for managing rangeland ecosystems, other components of which include: range management; soil, water and air management; and wildlife habitat management.



E. Lands and Rights-of-way

E.1. LANDS AND REALTY

a) Program Description

FLPMA's most sweeping effect was the consolidation and clarification of the objectives and procedures by which the remaining unreserved public lands under BLM's jurisdiction would be managed. The public lands had been used throughout the 19th century as incentive stock to spur the development of the west, and the General Land Office, BLM's predecessor, had as its primary purpose the disposal of the public domain. Demand for the land dwindled by the turn of the century as what appeared to be the choicest parcels were transferred to State and private ownership or reserved for special Federal purposes. Through a series of evolutionary developments, however, the concept of disposal was modified and finally reversed during the last 50 years. The Taylor Grazing Act, the Classification and Multiple Use Act, the report of the congressionally established Public Land Law Review Commission, and other events--notably the increasing realization of the national value of the remaining public lands--led to the formal and final articulation as Federal policy, in FLPMA, that the public lands would, for the most part, be retained in Federal ownership and managed for the benefit of all Americans under the principles of multiple use and sustained yield.

While FLPMA establishes retention as the general policy, it also provides for disposal of land at fair market value through a variety of mechanisms where the disposal action is generally consistent with BLM's plan for the area and clearly in the national interest. FLPMA clarified BLM's responsibilities with respect to land sales, exchanges of land, land acquisition, and the granting of rights-of-way for a variety of public purposes. It also called for a sweeping review by a specific deadline (1991) of the public lands which had been withdrawn from general use prior to 1976.

Since FLPMA was passed, BLM's Lands and Realty and Rights-of-Way programs have focused their attention on four areas of activity: (1) producing regulations implementing sale, exchange, and rights-of-way provisions of the act; (2) responding to dramatically increasing energy-related land transaction applications (3) completing an inventory of withdrawn lands prior to a study of which lands can be returned to multiple use; and (4) processing State and Native land selections under the Alaska Statehood Act and the Alaska Native Claims Settlement Act.

b) Progress Report

A long time in the making, final regulations governing sales of public land were published by BLM on June 10, 1980. Prior to the publication of final regulations, sales of public lands were held to provide for community expansion and urgently needed private land action. In FY 80, BLM sold 88 parcels of land involving 1,858 acres for $7,068,213. Opportunities for exchanging land to simplify ownership patterns or to serve a variety of public or private purposes have long been hampered by the requirement that the parcels exchanged have equal value. FLPMA provisions provided an opportunity to streamline this

process. Final regulations governing land exchanges were published on January 5, 1981. A final inventory report on withdrawals of public lands was completed in 1980. Section 204(1) of FLPMA required a comprehensive 15-year review of past withdrawals of public lands in 11 western States. The inventory report identified some 51.9 million acres of land to be covered by review. Because of the special interest in the potentially energy-rich Overthrust Belt Area in Idaho, Nevada, Montana, Arizona, and Utah, BLM has scheduled accelerated review in this area to be completed by the end of calendar year 1980. BLM reviewed 259 withdrawls in FY 80. BLM intends to complete withdrawal review on the remainder of identified lands by the 1991 deadline.

Nearly a quarter of BLM's lands and realty workforce is involved in processing Native and State selections in Alaska under the Alaska Native Claims Settlement Act and the Alaska Statehood Act. As of the close of fiscal year 1980, BLM conveyed 16.95 million acres of a total of some 44 million acres due the Alaska Native villages and Native Regional Corporations and 46 million acres of a total 104 million acres due the State. Current objectives call for conveyance annually of about 8 million acres to the Natives and 10 to 13 million acres to the State.

c) Issues

Activity under the Desert Land Act statute is occurring principally in the States of Nevada and Idaho. At the State's request, Nevada was opened to the filing of agricultural entry applications in January 1979. Some 3,951 applications covering some one and one quarter million acres have been filed since that date, creating a large backlog of applications. Final action has been taken on 924 of the applications to date. In addition, six land patents covering 1,525.7 acres were issued in Idaho under Desert Land Act provisions in FY 80 and three patents totalling 484.2 acres were issued under the Reclamation Homestead Act.

The Desert Land Act application situation in Idaho is similar. Roughly 1,400 applications are on file. A recently issued draft Environmental Statement on the impact of agricultural development of an area in south central Idaho disclosed that great increases in irrigation (and related power development) costs, and land development costs will result from opening such areas to agricultural development.

Another agricultural law, the 1894 Carey Act, provides for the transfer of lands to States for further transfer to private individuals in up to 160-acre tracts for agricultural development. As with the Desert Land Act, the limiting factor is water availability. Today, virtually all of the Carey Act entitlements to States, ranging from one million to three million acres, remain unclaimed. Idaho challenged the Secretary of the Interior's discretionary authority to approve grants under this statute due to lack of water allotments and litigation delays. On May 21, 1980 the Supreme Court issued a decision upholding the regulations and the Secretary's authority to implement the Carey Act.

BLM has also played a role in the issue of siting nuclear wastes repositories on the public lands. The President's National Radioactive Waste Management Program announced in February 1980 directed that the Federal Government pursue

a comprehensive examination and characterization of alternative sites and alternative disposal media before making final decisions about the disposal of either existing Defense nuclear wastes or existing and future commercial radioactive wastes. BLM's responsibility is to ensure that impacts of such a proposal on the resources and interests involved are carefully analyzed.

d) Budget and Performance (Lands and Realty, Rights-of-Way)

1) Administrative Responsibility

Program Administrator: Assistant Director, Lands and Rights-of-Way
Field Administrators: State Directors

2) Authorizing Legislation:

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1711 et seq. especially 1713-1716, 1721-1722, 1732, 1744, 1761-1771; Mineral Leasing Act of 1920, P.L. 66-146, 30 U.S.C. 185; Taylor Grazing Act, P.L. 73-483, 43 U.S.C. 315; Alaska Native Claims Settlement Act, 43 U.S.C. 1616; Recreation and Public Purposes Act of 1926, 43 U.S.C. 869; Carey Act of 1894 as amended, 43 U.S.C. 687b; Wild and Scenic Rivers Act, 16 U.S.C. 1277; Act of August 18, 1894, Section 4; National Environmental Policy Act of 1969, P.L. 91-190, 43 U.S.C. 4321, 4331-4335, and 4341-4347; King Range Act of 1970, P.L. 91-476, 16 U.S.C. 4601; Conservation of Timber Act of 1937, P.L. 75-405, 43 U.S.C. 1181; Mining Claim Rights Restoration Act of 1955, P.L. 86-507, 30 U.S.C. 621; Federal Aid Highway Act of 1966, 43 U.S.C. 932.

3) Funding

	1979	1980	1981
Authorization ($000's)	35,900	37,964	41,564
Appropriation ($000's)	33,937	34,426	39,559 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Land and Realty Management
Subactivity: Lands and Realty Operations

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
1. Dollars ($000)	31,920	30,000	36,398	36,079
2. Work Years	1,158	1,070	1,231	1,298

Service Charges, Deposits and Forfeitures

3) Funding

	1979	1980	1981
Authorization	N/A	N/A	N/A
Appropriation ($000's)	5,664	13,750	9,600 (to date)

4) Appropriation Structure

Title: Service Charges, Deposits and Forfeitures
Activity: Expenses Right-of-way Processing, Expenses Adopt-a-Horse and Expenses Repair of Lands and Facilities.

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000)	6,148	13,750	6,338	9,600
Work Years	114	120	120	182

6) Performance

N/A

Energy Related Realty

3) Funding

	1979	1980	1981
Authorization	Figures not broken down by component		
Appropriation	11,308	11,035	9,713 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Lands and Realty Management
Subactivity Lands and Realty Operations
Component Energy Related Realty

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000)	5,311	10,800	6,876	10,981
Work Years	173	230	203	220

6) Performance

	1980 Planned	1980 Actual	1981 Planned
Work Units			
Environmental Analyses	1,374	1,391	2,002
Environmental Statements	--	2	--
Field Examinations	2,186	4,830	4,220
Use Authorizations	1,723	1,834	2,378
Compliances	3,484	2,162	3,165

Non-Energy Related Realty

3) Funding

	1979	1980	1981
Authorization	Figures not broken out		
Appropriation ($000's)	20,624	20,217	25,717 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Lands and Realty Management
Subactivity: Lands and Realty Operations
Component: Non-Energy Related Realty

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	24,474	19,200	23,006	21,125
Work Years	730	720	717	972

6) Performance

	1979 Actual	1980 Planned	1980 Actual
Work Units			
Field Examinations	5,376	3,830	8,797
Title Transfers	1,796	1,788	2,422
Use Authorizations	2,744	1,832	7,646
Compliances	2,715	2,162	3,474
Inventory (Acres)	15,544,120	14,249,120	9,012,203

Withdrawal Processing and Review

3) Funding

	1979	1980	1981
Authorization ($000's)	3,000	3,289	4,519
Appropriation ($000's)	2,005	3,174	4,124 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Lands and Realty Management
Subactivity: Lands and Realty Operations
Component: Withdrawal Processing and Review

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	2,135	3,100	1,079	3,973
Work Years	89	160	41	106

6) Performance	1979 Actual	1980 Planned	1980 Actual
Work Units			
Environmental analyses	45	99	240
Special Designations	813	1,040	1,107

Mining Claim Recordation [1]

3) Funding	1978	1979	1980	1981
Authorization	N/A	N/A	N/A	N/A
Budget Authority	No Breakdown Available			

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Lands and Realty Management
Subactivity: Lands and Realty Operatrions
Component: Mining Claim Recordation

5) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	2,188	N/A	3,461	N/A
Work Years	166	170	192	N/A

6) Performance	1979 Actual	1980 Actual	1981 Planned
Work Units			
Filings (Case)	603,900	486,300	671,814

1/ See narrative on Non-Energy Minerals (B.7)

e) Relationship to Other Programs

Undoubtedly the most important relationships of the Lands and Realty, and Rights-of-Way Programs are to the technical support programs. Lands and Realty, and Rights-of-Way are heavily dependent on technical support to meet schedules and needs, especially on Cadastral Survey for land records surveys and transactions, the Enforcement Program for control of unauthorized use, Data Management for increased efficiency of case handling, and Acquistion for implementation of some actions.

Additionally, to issue authorizations and make land tenure adjustments the Lands and Realty, and Rights-of-Way Programs require the support of the other

subactivities. Listed below are some of the programs where mutual support is required in the development of necessary lands documents:

Cultural Resources
Minerals
Visual Resources
Forestry
Critical Wildlife Habitat
Fisheries
Range
Endangered Species

Without support of the other subactivities the issuance of authorizations and tenure adjustments will be delayed. Further, the Lands and Realty Program gives direct support to the Energy, Minerals and Recreation Programs of the Bureau in the review of withdrawals. A withdrawal review resulting in a change of status can quickly make lands available for mineral leasing and/or recreational purposes.

Indirectly the Lands and Realty and Rights-of-Way Programs give support to all activities through the planning process and environmental procedures. Other program relationships include the acquisition program discussed below and the U.S. Department of Agriculture/U.S. Department of the Interior coordination program to resolve boundary issues and improve the manageability of the Public Lands and the National Forest System, called for by President Carter.

E.2. RIGHTS-OF-WAY

a) Program Description

See E.1. Lands and Realty.

b) Progress Report (Rights-of-Way)

New rules to implement Title V of FLPMA dealing with rights-of-way were published as final regulations on July 1, 1980. These regulations call for considerable pre-application consultation between prospective applicants and BLM field offices. Also being provided is the authority for BLM field (district) offices to issue right-of-way grants, rather than limiting that authority to BLM State offices. This change has reduced right-of-way application processing time subtantially without detracting from resource management and environmental needs. In addition, State Directors have been delegated the authority to take all actions necessary to meet the requirements of the National Environmental Policy Act of 1969 for all but the largest and most complex energy and energy-related rights-of-way projects. This delegation will eliminate some of the time consuming and redundant multiple reviews of environmental statements.

Policy guidance has been issued on the means by which use of public lands for electric energy generation facilities may be authorized. This guidance involves the question of sale of the land vs. issuance of a right-of-way grant. The policy provides for sale where the facility requires exclusive or nearly exclusive use of the land and grant of a right-of-way where the facility can accommodate multiple use/sustained yield of the land.

BLM and the Forest Service (FS) have entered into an Interagency Agreement to work jointly on identification of transportation and utility corridors. In this work we have had outstanding cooperation of an ad hoc users group in identification of right-of-way and corridor needs. When the joint corridor work is completed, through our respective land use planning systems, there will be a matrix of routes on public and National Forest lands where right-of-way applications will be viewed with favor, and questions on alternative routing will not need to be considered in the granting process. To supplement BLM's joint work with the FS on corridors, BLM and the FS are now entering into an agreement with the Western Interstate Energy Board. Under this agreement, the Board will advise and help us on some of the tough problems on Federal-State relations on corridor siting when a corridor will traverse both federally and non-federally owned lands.

An energy facility siting task force has been organized. This task force will examine the procedures BLM follows in handling energy facility siting proposals, and will develop recommendations on ways the process may be simplified and/or shortened. Members of the energy industry are assisting in this study by offering suggestions for improvement.

Instructions have been issued to field offices on the actions which must be taken to ensure that cultural resources on private lands, crossed by a right-of-way which also crosses public lands, will be given appropriate, but not undue, consideration. These instructions strike a balance between the requirements of law with regard to cultural resources and the rights of the private property owners.

An interagency agreement was completed and signed by BLM and the FS wherein the necessary property rights for access road development may be transferred to either agency for the purpose of multiple use management.

A substantial proportion of the Rights-of-Way Program effort in recent years has been devoted to processing siting and rights-of-way proposals associated with the dramatic increase in domestic energy development and facility construction in the West, the vast majority of it on public land managed by BLM. As of the end of the 1980 calendar year, BLM was processing applications and either conducting or partipating in environmental analyses of:

- o 12 major pipeline projects;
- o Seven major powerplant siting proposals;
- o Nine major transmission line proposals; as well as
- o a variety of railroad, highway, water system and tunnel projects.

c) Issues

BLM will play a role in the MX missile project, should the Administration continue to pursue its deployment. The Air Force may site the MX missile system on public lands in Nevada and Utah, and BLM sees its responsibility as having a concern for the resources on the lands involved. BLM has met regularly with the Air Force since the close of FY 80 to outline the analytic requirements of FLPMA and NEPA, and will serve as an official "cooperator" in the EIS scoping and preparation process. BLM has an interest in ensuring that the needs of existing users of the land are considered and that the potential impacts of the project are analyzed before siting decisions are made.

d) Budget

See E.1. Lands and Realty.

e) Relationship to Other Programs (Rights-of-Way)

See E.1. Lands and Realty.

E.3. EASEMENT AND MISCELLANEOUS LAND ACQUISIITION

a) Program Description

BLM's authority to acquire land and interest in land prior to passage of FLPMA was narrowly defined. The first BLM acquisition authority was only for easements across private land, an important factor for forest management in Western Oregon where land ownership is intermingled in a checkerboard fashion. Special legislation calling for intensified management at such areas as the King Range in California, Wild and Scenic Rivers, or along the Pacific Crest Trail brought with it the authority to acquire fee title. In 1976, FLPMA gave BLM general acquisition authority but strictly limited condemnation authority to situations where corridors as narrow as possible, are needed to give access to public lands which would otherwise be blocked. FLPMA also authorized the use of money from the Land and Water Conservation Fund (L&WCF) to acquire lands that are primarily valuable for outdoor recreation.

In 1971, the Alaska Native Claims Settlement Act (ANCSA) authorized the reservation of public easements on lands to be conveyed to Alaska Native corporations. As a result, several thousand easements have been reserved to the United States government on Native owned lands throughout Alaska.

It is BLM's policy to use its acquisition authority sparingly. It is not BLM's policy to add significant new acreage to the public domain, but rather to resolve irregularities in ownership or to acquire legal rights which contribute in some significant manner to multiple use and sustained yield management objectives.

b) Progress Report

In fiscal year 1980 BLM expended $1,700,000 for purchase of access road easements to support resource programs and provide public access to public lands. Land and Water Conservation (L&WC) funds in the amount of $2,481,000 were expended to acquire fee title to scenic easements on 29 tracts encompassing 3,162 acres. Major projects included within the L&WCF acquisitions are: the Rogue, Upper Missouri, and Rio Grande Wild and Scenic Rivers; the King Range National Conservation area; and the Pacific Crest Trail.

c) Issues

The management, protection, development, or use of the public lands is often dependent upon legal access across non-Federal lands. Without this access, the public lands and their resources are unavailable to the public. Pressures are applied daily by recreationists, hunters, users, and developers to provide adequate access.

Several factors contribute to the lack of adequate access, they are:

- Roads commonly used by the general public are suddenly closed by a landowner.

- Local governments may unilaterally vacate a public road across private property leading to public lands.

- More detailed research of road records show that an access route assumed to be public is privately owned.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Lands and Rights-of-Way
Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq. especially 1715 and 1748; Taylor Grazing Act, P.L. 73-482, 43 U.S.C. 315; Oregon and California Sustained Yield Act, P.L. 75-405, 43 U.S.C. 1181 a-f; National Trails System Act, P.L. 90-543, 16 U.S.C. 1241-49 especially 1245(a); Wild and Scenic Rivers Act, P.L. 90-542, 16 U.S.C. 1271 et seq. especially 1277; King Range National Conservation Area, P.L. 91-476; 16 U.S.C. 4601, especially 1-4; BLM Appropriation Authorization, P.L. 95-352, 43 U.S.C. 1748.

3) Funding

	1979	1980	1981
Authorization ($000's)	1,700	1,750	1,882
Appropriation ($000's)	1,801	2,235	1,802 (to date)

4) Appropriation Structure

Title: Acquisition, Construction, and Maintenance
Activity: Acquisitions

5) Program Costs

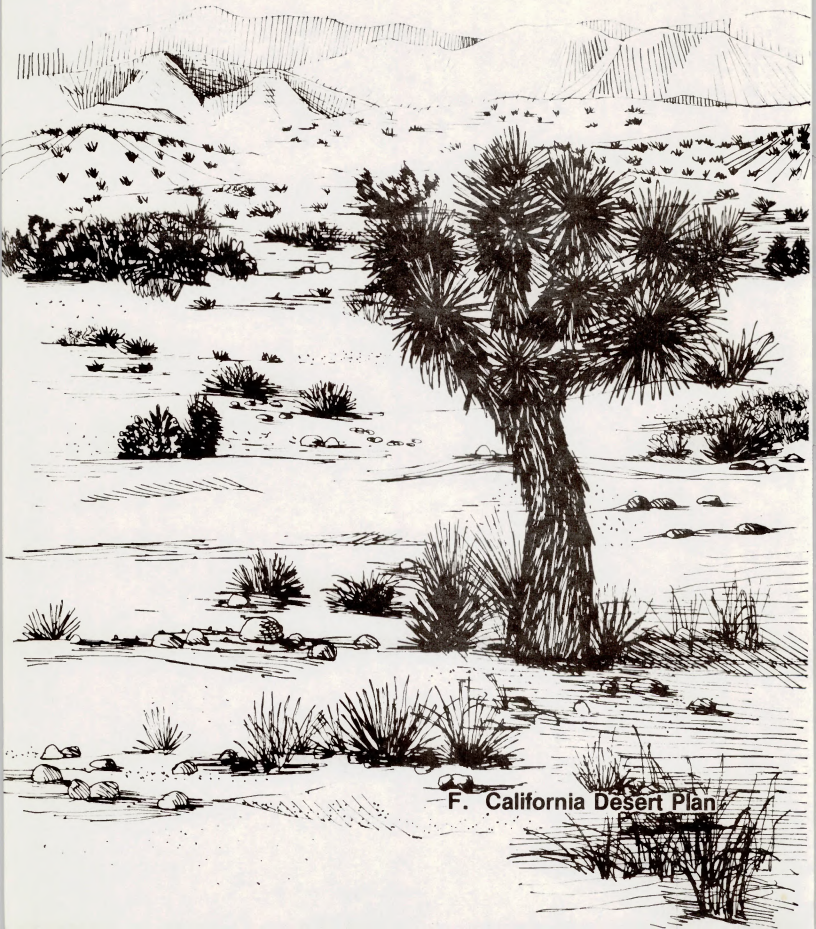
	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	1,635	2,235	2,319	1,802
Work Years	49	55	50	47

6) Performance

	1979 Actual	1980 Actual	1981 Planned
Work Units			
Examinations	52	89	119
Title Transfers	115	79	173
Projects Surveys & Design	113	164	131

e) Relationship to Other Programs

As many other programs are dependent on the acquisition program for timely completion of their activities, the acquisition program itself is critically dependent on other key support programs such as Cadastral Survey and Engineering, and Appraisals. Energy projects, recreation, timber, wilderness and wildlife programs are often dependent on the Acquisition Program to provide easeements for project completion or availability of access for the public. Of particular importance is acquisition of easements for major energy activities such as coal, geothermal, and oil-shale leases.



F. California Desert Plan

F.1. CALIFORNIA DESERT PLAN

a) Program Description

Through FLPMA, Congress established the California Desert Conservation Area (CDCA) "to provide for the immediate and future protection and administration of the public lands in the California desert within the framework of a program of multiple use and sustained yield, and the maintenance of environmental quality."

The CDCA covers some 25 million acres, or about one-fourth of the land surface of California. About half of this area is public land administered by BLM. Congress noted that the California desert contains a variety of natural, cultural, and economic resources that are uniquely located adjacent to one of the Nation's largest population centers, and said "the use of desert resources can and should be managed to conserve these resources for future outdoor recreation uses, including the use, where appropriate, of offroad recreational vehicles."

The Act directed the Secretary to prepare and implement a comprehensive, long-range plan for the management, use, development, and protection of the public lands of the desert by September 30, 1980. An interim program to manage, use, and protect the public lands was authorized for the period between passage of the Act and the completion of the long-range plan.

A program of law enforcement, was also authorized and search-and-rescue was made an assigned mission of BLM where no other emergency forces are available.

FLPMA also provided for a California Desert Conservation Area advisory Committee to advise BLM on development and implementation of the plan. The Committee was appointed in January 1977 and has served as the focal point for the major public involvement program since its initial meeting in March of that year.

Soon after approval of FLPMA, the Bureau of Land Management outlined a work program for preparation of the California Desert Plan within the four-year timeframe set by the Act. It involved shifting from unit-by-unit planning already underway to desert-wide inventory and planning. The program was reviewed by the California Desert Conservation (CDCA) Advisory Committee and adopted by BLM with modifications suggested by the Committee. The work program provided for two years of extensive resource inventories and data collection followed by six months of analysis, synthesis, and construction of draft alternative plans and environmental assessment.

The resource inventories were completed in March 1979, using random sampling and probability analysis techniques. The massive resource survey greatly increased BLM's knowledge of desert resources, but also indicated the need for considerably more detailed subsequent data collection, analysis, and

study. The total inventory has provided a data base that is adequate for a general land use plan. The inventories covered vegetation and range, outdoor recreation, wilderness, wildlife, geology-energy-minerals, cultural resources, soil-water-air, and socio-economics and land use, including utility corridors and power plant sites.

b) Progress Report

The Draft Plan and the Draft Environmental Impact Statement (EIS) were issued in February, 1980, initiating a 90 day public review.

The Draft California Desert Plan consisted of four separate plans, or alternatives:

- The No Action Alternative would continue present management with little or no change. This alternative was required by law and served as a baseline for measuring the effects and impacts of the other alternatives.

- The Protection Alternative was oriented toward the maximum preservation of natural and cultural resources, with emphasis on protecting fragile resource values.

- The Use Alternative focused on meeting human demands by obtaining the highest degree of consumptive use and production that the desert resources are capable of providing, while still meeting all minimum environmental protection standards required by law.

- The Balanced Alternative provided for a variety of uses within the sustained yield capabilities of the public land resources. This alternative represented a central position between the protection and use alternatives.

Public participation was an integral part in developing the Draft California Desert Plan Alternatives. During the 90 day public review of the Draft Plan, seventeen public meetings were held at various locations in California. The review period generated 40,000 comments on various alternatives of the Draft Plan. Major public issues were formulated from the public comments and analyzed to develop the Proposed Plan. The Proposed Plan was subject to a 60 day public comment period. These comments were again analyzed as issues for development of the Final Plan and went through the same Recommendation/Decision process to which the Proposed Plan was subjected. It was approved by the Secretary of Interior in mid-December.

In order to effectively implement the California Desert Plan, a new organizational structure was put in place on October 1, 1980. A key feature of the new organization is the creation of the California Desert District which has management responsibility for the entire CDCA. District Headquarters is in Riverside, with detached Resource Areas in Ridgecrest, Needles, Barstow, El Centro, and Indio. This organization is designed to provide more effective resource management and improved service and contact with desert users. The Bakersfield District, which formerly included part of the CDCA, has been adjusted to encompass non-CDCA portions of Central and Southern California.

G. Financial Management

G.1. RECEIPTS AND ALLOCATIONS

The development and use of public land resources managed by BLM generate receipts from a variety of sources. Bonus bids and royalties from the leasing of Outer Continental Shelf (OCS) resources account for the vast majority of receipts, roughly 86% of total receipts in fiscal year 1980, for example. Continuing public interest in mineral exploration on public lands is strongly reflected in the 1979, 1980 and projected 1981 receipts from BLM programs - a trend started in 1973 when international energy supplies became increasingly unstable and costly.

The Outer Continental Shelf Lands Act, as amended, requires that all Outer Continental Shelf (OCS) lease revenues attributable to oil and gas pools and fields underlying both the OCS and submerged lands subject to the jurisdiction of a State, shall be deposited in a separate account of the Treasury. The revenues shall remain in the account until such time as the Secretary of the Interior and the State agree on a fair and equitable disposition of the revenues and any interest accrued thereon. The Act also provides that where there is a controversy between the U.S. and a State over the ownership or jurisdiction of leased lands, the Secretary of the Interior may enter into an agreement with the State to provide for the impoundment of revenues until the controversy is resolved.

In FY 80, BLM deposited OCS lease revenues totaling $1.1 billion in special Treasury accounts established pursuant to the provisions of the Act. Interest received on these deposits amounted to $137 million in FY 80.

Onshore receipts are generated from timber sales, grazing fees, oil and gas, coal and other leasable minerals, hardrock mineral development, and various user fees. Again, the minerals dominate. Onshore mineral receipts amounted to $682 million in 1980, and are expected to go to about $786 million in fiscal year 1981.

Exclusive of the Offshore OCS Leasing Program, receipts from the development and use of the resources of public lands were allotted in fiscal year 1979 under a variety of public-land-payment programs as follows:

- o FLPMA increased the State's share of public land payments by amending the Mineral Leasing Act to raise the share of mineral leasing receipts returned to the States from 37% to 50%. FLPMA also stated that these funds could be used for any purpose a State legislature directs, with priority to be given to the State subdivisions that are socially or economically impacted by mineral development.

- o In 1976, Congress passed the Payments in Lieu of Taxes (PILT) Act to authorize payments to local units of government containing Federally-owned tax-exempt lands. These payments supplement revenue-sharing funds and are made directly to local governments. BLM is responsible for processing PILT payments for Federal entitlement lands administered by BLM and six other Federal agencies and in 1980 processed payments totaling about $103 million.

The following table lists BLM receipts for 1979, 1980, and projections for 1981:

STATEMENT OF PUBLIC LANDS RECEIPTS	FY 1979	FY 1980	FY 1981 Estimated
Mineral Leases and Permits	$ 486,480,307	$682,129,626	$ 786,950,000
Sales of Public Lands & Materials	9,239,954	7,756,262	7,000,000
Sales of Public Timber	13,789,941	14,089,027	13,000,000
Fees and Commissions	39,730,131	28,593,626	45,000,000
O&C Lands (Timber Sales)	193,548,297	195,214,025	230,000,000
Coos Bay Wagon Road Lands (Timber Sales)	10,870,170	6,806,467	12,000,000
Grazing Fees	19,877,143	24,601,500	27,850,000
Rights-of-Way	869,213	899,568	800,000
Miscellaneous Leases and Permits	286,387	6,380,157	15,050,000
Nonoperating Revenue*	8,991,523	9,523,282	
Other**	900,581	443,596	
Rent of Land		1,978,105	
Total	$ 784,583,647	$978,415,241	$ 1,137,650,000
ALLOCATIONS OF PUBLIC LANDS RECEIPTS			
States and Counties	$ 329,596,184	$419,072,759	457,200,000
Reclamation Fund	197,579,280	267,515,575	323,477,000
Indian Trust Fund	768,437	235,545	1,000,000
General Fund	256,639,746	291,651,362	355,973,000
Total	$ 784,583,647	$978,415,241	$ 1,137,650,000
STATEMENT OF OCS RECEIPTS			
Outer Continental Shelf	$ 4,171,646,025	$5,353,638,047	$ 7,801,000,000
ALLOCATIONS OF OCS RECEIPTS			
General Fund	$ 3,267,375,733	$4,100,870,747	$ 6,715,000,000
Special Treasury Account	904,270,292	1,252,767,200	1,086,000,000
Total	$ 4,171,646,025	$5,353,638,047	$ 7,801,000,000

*Incidental receipts from fines, taxes, etc., which are unrelated to routine public land administration.

**Receipts from miscellaneous materials sales under the Materials Disposal Act.

G.2. PAYMENTS IN LIEU OF TAXES

a) Program Description

In 1976, Congress passed the Payments in Lieu of Taxes (PILT) Act to authorize annual payments to local units of government containing certain Federally owned, tax-exempt "entitlement" lands. Serving as a supplement to revenue-sharing funds, PILT payments are made directly to local governments and may be used for any governmental purpose.

The Act stipulates that entitlement land payments equal to the greater of either 75 cents per acre, reduced by the amount received in the preceding fiscal year from certain revenue-sharing acts, or 10 cents per acre, with no revenue-sharing reductions, are to be made each year. These payments may not, however, exceed specified limitations based on population. Additional payments are made for each of the first 5 years for lands, or interests therein acquired after 1970 for additions to the National Park System and the National Forest Wilderness System, provided property taxes were paid the last 5 years they were privately owned. Payments for each year are equal to 1% of their fair market value when acquired but not in excess of the amount of real property taxes assessed and levied in the last year the land was in private ownership.

BLM processes PILT payments for Federal entitlement lands administered by BLM and six other Federal agencies: National Park Service, the U.S. Forest Service, the U.S. Corps of Engineers, the Water and Power Resource Service (formerly the Bureau of Reclamation), the Department of the Army, and the Fish and Wildlife Service. These agencies furnish current acreage information, the Bureau of Census provides current population statistics, and State governments report the amount of revenue sharing funds passed through to local governments.

"Entitlement lands" consist of lands in the National Forest System, the National Park System, lands administered by BLM, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, National Wildlife Refuge Areas (effective in fiscal year 1979), inactive and semi-active Army installations, and certain lands donated to the United States Government. The act specifically prohibits payments for lands (but not certain donated lands) that were tax exempt before being acquired from State or local governments.

Since PILT payments were started on September 30, 1977 over $409 million has been paid to local governments in each of the 50 States; about $103 million of that amount was paid in fiscal year 1980.

The PILT computation process requires each State to submit data on the amount of revenue sharing funds received by units of local governments in the preceding fiscal year. This amount is then deducted from the PILT payments for the current year. In fiscal year 1979 $148.3 million was deducted from PILT payments as a result of the revenue sharing provision. In FY 80 these deductions increased to $158.8 million.

b) Progress Report

In FY 80 BLM adopted the Office of the Inspector General's (OIG's) recommendations that all state submissions be audited by independent certified public accountants or qualified public state auditors as a condition precedent to payment to local governments. The OIG assists BLM in reviewing these independent audits.

The Departmental regulations were amended to incorporate these requirements, and audit guidelines received from the OIG's office were distributed to the States. For fiscal year 1980 BLM required States to submit an auditor's report for the data used in the fiscal year 1979 payments in addition to the auditor reports for fiscal year 1980. Although one State, Oregon, protested this requirement, BLM was successful in acquiring audit reports from all States. As a result of information disclosed in the fiscal year 1979 audit reports, adjustments totaling approximately $350,000 were made to local governments in five States.

Officials from four States, Oregon, Colorado, North Carolina, and Arizona protested the prior year payment data used in our fiscal year 1980 payment computations. The data questioned was submitted by the State governments and confirmed their audit opinions. Thus, the questions raised were referred back to the State governments for resolution. As a result of this situation, and our own concerns about the reliability of the audit data, the OIG has agreed to our recommendation that they initiate a review of the States' submissions for fiscal year 1980. The OIG is also adopting our recommendation to modify their audit guidelines to clarify the procedures set forth for State auditors to follow.

In a ruling, issued in fiscal year 1980, concerning the eligibility of township governments for "in lieu" payments, a third Circuit Federal District Court contradicted a previous ruling by a sixth Circuit Federal District Court on the same issue. The third Circuit Federal District Court ruled that the Department erred in the determination that the "in lieu" payments should be made to counties instead of to townships in the State of Pennsylvania. This Court disagreed with a ruling issued by the sixth Circuit Federal District Court which determined that the Department's regulations were valid and denied a claim that payments should have been made to Michigan townships instead of Michigan counties. The third Circuit Court stated that the Departments' defining the eligibility of units of local governments for "in lieu" payments violated the PILT Act and should be revised before any further payments were made. The District Court in Pennsylvania took exception to the ruling by the District Court in Michigan in this regard. However, the plaintiff townships requested the court to vacate this decision and the court complied. Thus, the Department will continue to make "in lieu" payments to the counties in Pennsylvania.

BLM was directed by the Office of the Solicitor to make a full payment to Imperial County, California as a result of an Interior Board of Land Appeals (IBLA) final decision regarding the eligibility of certain undeveloped public lands withdrawn by Water Power and Resources Service (WPRS) that are located within the county. This matter has been pending since the IBLA issued its initial determination in April 1979 with respect to a payment protest from the county dating back to fiscal year 1977. The IBLA final decisions in fiscal

year 1980 clarified the ambiguities contained in its original decision which made it impossible to determine precisely how much to pay to the county. Based on this final decision, adjustment payments totaling $1,284,402 were made to the county for fiscal years 1977, 1978, and 1979 from available (obligated) prior fiscal year funds.

The Congress deferred until fiscal year 1981 $5 million of the $108 million appropriated for fiscal year 1980 and thus reduced the total amount available for fiscal year 1980 to $103 million. This deferral required us to prorate payments at 98.5% for fiscal year 1980.

c) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Administration
Field Administrator: None

2) Authorizing Legislation

Payments in Lieu of Taxes Act of 1976, P.L. 94-565, 31 U.S.C. 1601, as amended by P.L. 95-250 and P.L. 95-469

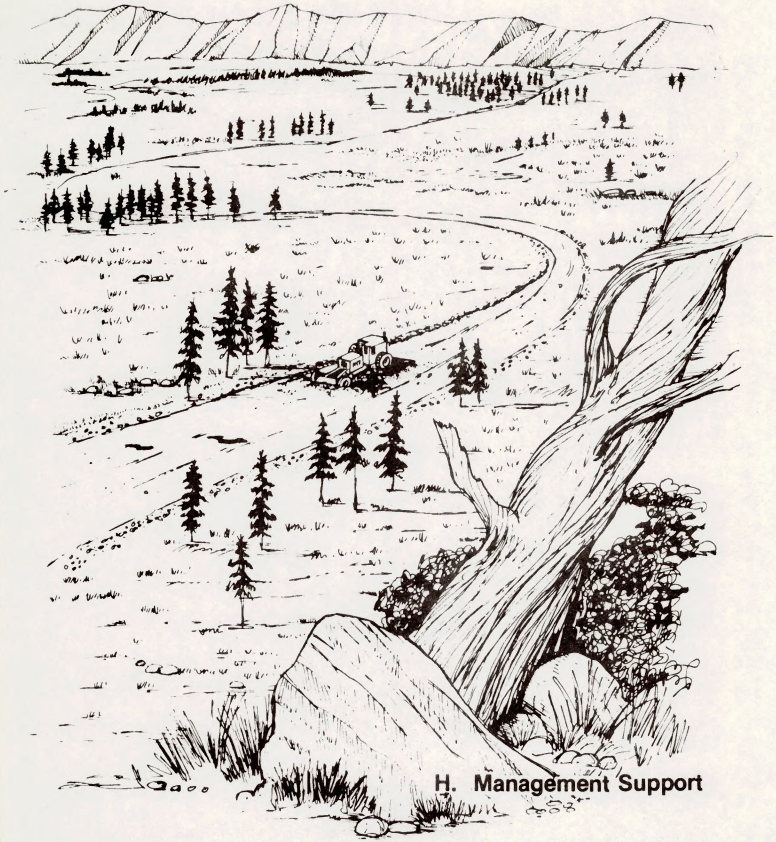
3) Funding	1979	1980*	1981
Authorization ($000's)	105,000	108,000	111,000
Appropriation ($000's)	105,000	108,000	103,000 (to date)

4) Appropriation Structure

Title: Payments in Lieu of Taxes

5) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	105,774**	108,000	103,000	108,000
Work Years	2	3	3	5
6) Work Units	N/A	N/A	N/A	N/A

* 5,000 deferred until fiscal year 1981
** Includes $1,288,088 paid from fiscal year 1978 funds



H. Management Support

H.1. CONSTRUCTION AND MAINTENANCE--BUILDING, RECREATION, AND TRANSPORTATION

a) Program Description

The Building, Recreation, and Transportation Construction and Maintenance Programs construct and maintain the facilities needed to provide services for and ensure the safety of visitors to the public lands. These programs also provide support to resource management of the public lands including all phases of new construction--planning, environmental analysis, survey, design, and contracting operations; and provide timely maintenance for BLM owned building, recreation, and transportation facilities. These broad responsibilities are fairly new.

When BLM was established in 1946, its physical facilities were inherited from its parent agencies, the General Land Office and the Grazing Service. Building space was provided by the General Services Administration. A primitive road system on the public lands reflected the miscellaneous access needs of ranchers, mining companies, railroads, and county and State governments. In addition, many miles of somewhat less primitive road built by the Civilian Conservation Corps in the 1930's were inherited. Recreation facilities were nonexistent.

As its role in managing the public lands grew, BLM inherited facilities from other agencies, such as the Civilian Conservation Corps and the various states and counties. Investment in construction on the lands remained extremely modest, however, because BLM was still considered an interim custodian of the land pending ultimate disposition. New road construction was limited to those necessary for the development of timber resources in Oregon, California, Idaho, Colorado, Montana, and Wyoming. Building construction until 1963 was limited to firefighting facilities in Alaska.

In the 1960's BLM's custodial role gave way to the concept of retention. The new policy was stated clearly in the Classification and Multiple Use Act of 1964 and in the legislation creating the Public Land Law Review Commission. During this same time, public use of BLM lands rocketed, especially recreational use. The existing primitive road system was inadequate for the heavy influx of a new kind of traffic--automobiles and recreational vehicles. In 1964 contract authority under the Public Lands Development Roads and Trails Appropriation empowered BLM to construct "roads or trails which the Secretary of the Interior determines are of primary importance for the development, protection, administration, and utilization of public lands and resources under his control." In 1978 this appropriation was dropped and replaced by a transportation construction portion in BLM's regular Construction and Maintenance Appropriation.

Recreation facilities, including sanitary facilities, picnic tables, fire rings, well-water supplies, and visitor service facilities were also constructed to accommodate the roughly 80 million annual visitors who camp, hike, picnic, hunt, fish, raft, rockhound, or drive recreational vehicles on the public lands.

By 1967, BLM had begun to construct its own office buildings, warehouses, shops, and other facilities tailored to BLM's resource management obligation. Although BLM continues to obtain most of its building space from the General Services Administration, rapid growth and the shortage of facilities available for lease especially in remote locations, often force BLM to construct its own. Specialized structures such as telecommunication buildings at remote locations, well pumping buildings, seed storage bins, greenhouses, and warehouses are also frequently built to order.

b) Progress Report

In fiscal year 1980, BLM began or completed construction of buildings on seven administrative sites. Construction of seven other buildings for five administrative sites was planned but not undertaken. Administrative "snags" and inflation, which caused low bids to exceed available funding authorizations, were the chief causes for delayed construction starts.

Maintenance was provided to 567 structures, including office buildings, warehouses, shops, storage buildings, fire stations, lookouts, and related facilities such as parking areas and warehouses. Over the past few years, special emphasis has been placed on corrective maintenance for energy conservation. The maintenance program has emphasized the reduction of fuel consumption through such measures as the installation of storm windows and doors and the addition of insulation.

During FY 80 BLM began construction of one bridge exclusive of timber sale bridges. BLM performed maintenance on approximately 9,000 miles of road, 400 miles of trail, and 10 bridges emphasizing those that receive the greatest use and have the highest erosion potential if maintenance is deferred.

Transportation construction, with the exception of timber access roads, has been at a low level pending completion of resource management plans and wilderness reviews. It is not anticipated that the completion of these plans will change the transportation construction and maintenance programs.

Recreation facilities are constructed in accordance with recreation-use plans developed within the BLM planning system. During fiscal 1980, construction was begun or completed on four recreation sites. We have identified other planned projects throughout the West and in Alaska, including visitor centers, sanitary facilities, cave protection work, campsites, and information stations. Recreation facility maintenance in FY 80 involved work at 1,700 undeveloped sites (sites without water) and at 2,500 "family units" or developed campsites. In addition, more than 400 hazards were removed or mitigated, such as filling abandoned mine shafts, removing dead trees, or barricading precipices to improve visitor safety.

c) Issues

As BLM's program responsibilities expand to keep pace with public interest in and use of its lands, construction and maintenance become increasingly pressing concerns. Lack of office and storage space are often recurring problems. Because there is no provision for acquiring or constructing facilities on the basis of projected rather than existing need, the availability of facilities may lag behind the need for them and "temporary" structures may be used (mobile home type units) to offset space shortages. In spite of these problems, BLM increasingly emphasizes its maintenance responsibilities as the intensity of public use of its facilities increases.

Increasing use of BLM roads and trails results in erosion problems because few BLM roads are designed for present use levels or for passenger vehicles. Poor drainage control can result in a soil loss of as much as 100 tons per mile of poorly surfaced road each year and many of these roads can only be used seasonally. Of the 44,000 miles of existing road, 32,000 are primitive and their primitive character can be hazardous to motorists accustomed to the highly developed roads in urban areas.

BLM constructs and maintains its transportation system primarily to support its own resource management objectives, and does not construct public roads. However, as population pressures increase, so do demands for BLM to construct and maintain roads up to State and county road standards, or in other terms to construct public roads. To meet such demands the only option is to transfer some roads out of BLM authority to local public road authority, an action usually not favored by local authorities because of the responsibility and cost of improving and maintaining the roads.

Considering the need for recreation facilities (in 1978 it was estimated that existing facilities accommodated less than 15% of demand) BLM constructs and maintains a very modest number of functional facilities for use by the general public. Particular problems relating to high visitor use occur in the California Desert, along the Colorado River between California and Arizona, in caves in New Mexico, in the El Malpais areas of New Mexico, in the Little Sahara sand dunes in Utah, and on the upper Missouri River in Montana. Current plans are to pace new construction with the completion of resource management plans to ensure that BLM is fully prepared to deal with increased use that follows increases in visitor service facilities.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services
Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1731 et seq.; Bureau of Land Management Appropriation Authorizations, P.L. 95-352, 43 U.S.C. 1748; Timber Protection Act of 1922, P.L. 67-315

Building Construction

3) Funding	1979	1980	1981
Authorization ($000's)	6,300	7,117	9,082
Appropriation ($000's)	4,125	2,438	1,461 (to date)

4) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	1,546	2,438	4,615	1,461
Work Years	17	17	25	18

5) Performance

Work Units

Project Surveys & Design (number)	4	8	9	12
Construction (number)	1	3	3	10

Recreation Construction

3) Funding	1979	1980	1981
Authorization ($000's)	1,300	807	1,129
Appropriation ($000's)	605	1,321	684 (to date)

4) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	795	1,321	916	684
Work Years	9	10	17	9

5) Performance

Work Units

Project Survey & Design (number)	3	13	35	32
Construction (number)	8	19	15	16

Transportation Construction

3) Funding	1979	1980	1981
Authorization ($000's)	4,900	4,261	4,660
Appropriation ($000's)	4,263	2,075	2,041 (to date)

4) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	3,112	2,075	3,368	2,041
Work Years	53	50	51	43

5) Performance

Work Units

Project Survey & Design	87	186	178	124
Construction (miles)	145	97	82	42

Building Maintenance

3) Funding	1979	1980	1981
Authorization ($000's)	2,500	2,448	2,583
Appropriation ($000's)	2,548	2,596	2,631 (to date)

4) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	1,996	2,596	3,046	2,631
Work Years	55	55	72	45

5) Performance

Work Units

Buildings (number)	360	712	567	650

Recreation Facilities Maintenance

3) Funding	1979	1980	1981
Authorization ($000's)	3,600	3,403	3,661
Appropriation ($000's)	3,638	3,341	3,599 (to date)

4) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	3,305	3,341	3,371	3,599
Work Years	103	101	94	80

5) Performance

Work Units

Hazard Reduction (Number)	268	360	515	684
Project Survey & Design (Number)	76	24	31	10
Maintenance, Bldg. Recreation (Number)	4,252	4,345	4,661	3,620

Transportation Maintenance

3) Funding

	1979	1980	1981
Authorization ($000's)	2,300	2,557	2,796
Appropriation ($000's)	2,280	2,337	2,550 (to date)

4) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	2,347	2,337	2,392	2,550
Work Years	52	52	52	43

5) Performance

Work Units

Project Surveys & Design (Number)	229	370	342	219
Maintenance, Road (miles)	10,077	9,701	9,766	8,179
Inventory (miles)	1,182	1,425	1,621	1,763

e) Relationship to Other Programs

As noted previously, construction is undertaken to support administrative and program needs. Maintenance is undertaken to protect existing investments and to support the continuing program objectives for which the facilities were originally constructed. Realization of environmental, resource programs, and social and economic objectives requires that construction and maintenance proceed in concert with the implementation of new management practices.

H.2. GENERAL ADMINISTRATION

a) Program Description and Progress Report

General Administration includes executive direction (which in practice means funding BLM's major line officers) as well as the following functions in Washington and at the Denver Service Center: budget and program development, personnel management, employee and visitor safety, administrative services, and management research.

1) Budget and Program Development

In programming and budgeting, the Washington reorganization created an Office of Policy Analysis and Program Development placed under the new Deputy Director for Policy, Programs and Budget, who also directs the already well established Budget Office. Having a Deputy Director to give immediate direction to policy-making, programming, and budget created a closer linkage among these vital management functions.

2) Personnel Management

The implementation of the Civil Service Reform Act is a continuing priority of the Division of Personnel and Training. One of the Act's most important features is Merit Pay, which removes essentially automatic within-grade salary increases for certain employees in grade GS-13 and above by requiring that increases be based on merit instead of longevity. In addition, the following steps have been taken to further implement the Civil Service Reform Act:

- Participated in a Merit Pay test to insure that transition to the new system will be accomplished smoothly.
- Instituted a recruitment program under the guidelines of the Federal Equal Opportunity Recruitment Plan (FEORP).
- Completed planning for personnel management authority to be delegated to additional state offices.
- Established 22 Senior Executive (SES) positions.
- Revised the performance appraisal system (continually used as a model for the Department and other Federal agencies) to accommodate merit pay performance requirements.

3) Employee and Vistor Safety

Employee health and safety, responsibilities of administration, are vital to the accomplishment of BLM's mission. During FY 80, the frequency of employee work related injuries and damage to property were decreased, however, motor vehicle accidents increased slightly. During this same period a specific program was initiated to close hazardous mine openings in order to reduce the risk to visitors.

4) Administrative Services

Procurement, property and space management, energy conservation, printing, and directives management fall under the responsibility of the Division of Administrative Services. During FY 80 BLM spent $106.6 million for goods and services of which $39.5 million was expended by the Washington Office mainly for the OCS Environmental Studies Program. Contracting for the Western States and Alaska is consolidated in the Denver Service Center which awarded contracts for construction, studies, supplies, and services totaling $33.6 million. Field offices expended an additional $33.5 million, mostly through the small purchase transactions.

In BLM's support of various socioeconomic programs, BLM has established agressive goals and made high accomplishments. Fiscal year 1980 goals and achievements include:

	Goal	Actual Contract Awards
Minority Business Enterprises	$ 5,500,000	$ 6,954,000
Labor Surplus Areas	2,000,000	5,272,000
Small Businesses	35,000,000	48,507,000

Over 60 percent of all awards were directed to the small business community.

The support of public land management efforts requires 4.5 million square feet of improved real property. Of this, BLM has direct jurisdiction over 1.3 million square feet of space. BLM is striving for more efficient use of space by employing "open space" rather than partitioned space arrangements wherever possible and is continuing to review this new practice which has enabled BLM to improve space allocated per employee, provide flexibility, and at the same time give consideration to the convenience of the public.

Energy usage was improved in buildings by adjusting temperature, installing storm doors and windows, and adding insulation. Preliminary energy audits were completed for all BLM-owned buildings in FY 80, and technical surveys for 30 of them are scheduled for FY 81. Efforts to reduce automotive fuel consumption in our fleet of 3,200 GSA-assigned and 1,080 BLM-owned vehicles continues. During FY 80, 38 million miles were driven, a reduction of 5 million miles (11.6%) over FY 79. BLM-owned vehicles now consist of 41.2% compacts and fleet miles per gallon has increased 60% from 10.3 mpg in FY 75 to 16.1 in FY 80.

During the past year, a review of BLM's printing and publication operations was completed. Action items identified by the study and now being implemented include:

- o establishment of a printing and publications management program;
- o implementation of a policy to require photocomposition of large documents. During FY 80 approximately 25 photocomposed documents were produced by various field offices resulting in a savings of approximately $75,000 in printing and related costs, and

- o consolidation of printing requirements and use of term contracts for printing, with anticipated savings, of $12,000 per year. If successful, this concept will be expanded to include other field offices with the potential for an additional savings of $35,000 per year.

A review of rental agreements for copier machines and subsequent conversion to third party lease agreements generated a savings of $60,000 in FY 80. The transfer of printing and distribution of the simultaneous oil and gas drawing forms to the Superintendent of Documents will result in a savings of $200,000 per year.

5) Management Research

The Division of Management Research conducts analyses of and directs the implementation of organization and management systems. Efforts have been directed at achieving organizational structures and management systems which provide for responsible decisionmaking at the field level. The Division is conducting a field office organizational review and an analysis of delegations of authority. The results of these studies in concert with an emphasis on streamlined systems and procedures will aid in placing authority and personnel at the most effective organizational level. BLM follows a policy of decentralization with offices located close to the public and the resource base being administered. In addition to emphasis on the field office organization, the Division of Management Research has devoted attention to organizational issues at other levels in BLM. The major areas covered have been the Boise Interagency Fire Center role and function, the role of the BLM's Eastern States organization, the use of word processing, and program relationships at the Headquarters Office level.

b) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator:	Assistant Director, Administration
Field Administrators:	Delegations vary between different functions and within the same function so that a general identification of field level administrators is not possible.

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 et seq. especially 1731, 1734, 1735, 1736, 1737; Title 5 U.S.C., P.L. 89-554, Government organization and Employees especially Part III as amended by Civil Services Reform Act P.L. 95-454; Federal Property and Administrative Services Act of 1949, P.L. 81-288, 40 U.S.C. 471 et seq.

3) Funding

	1979	1980	1981
Authorization ($000's)	3,500	5,257	6,742
Appropriation ($000's)	3,827	4,253	5,593 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Administration and Enforcement
Subactivity: General Administration

5) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	7,247	3,803	8,709	5,383
Work Years	320	170	334	228

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
- Process payroll documents (000's) of actions to process T/A reports, W-2's and the various entries which are part of payroll such as deductions bonds, etc.	1,230	1,250	1,250
- Process billing & payments documents (000's)	165	175	100
- Process personnel actions (#)	23,478	28,124	32,225
- Award negotiated contracts (#)	500	598	600
- Award formally advertised contracts	340	346	360

c) Audits Completed

Organization: General Accounting Office (GAO)

Title and Date: GAO Audit Report Budget Formulation: Many Approaches Work But Some Improvements Are Needed, February 29, 1980.

Major Findings: GAO reviewed the budget formulation process in the Departments of Defense, Interior, and HEW. They found a wide range of budget development styles that no single approach appeared suitable for all programs. Variations in program objectives led to different budget formulation procedures.

Subsequent Action: BLM's plan to improve or possibly change their budgetary procedures will come after submission and approval of their Four-Year Authorization Report. BLM will identify and implement additional procedures to improve the planning and program development process in preparation for the next

authorization request. If BLM determines to change its existing budget categories, all intended changes will be fully explored with the appropriate congressional committees and affected agencies.

Organization: Office of the Inspector

Title and Date: Office of the Inspector General (OIG) Interagency Audit of Property Management (Furniture), March 1980. (MO-10-80)

Major Findings: The OIG review found that the Department, through its bureaus and offices, is leasing over 47,000 square feet of warehouse space in the Washington area at a cost of $203,000 a year to store excess furniture; also, the bureaus are not maintaining inventory records on their own excess furniture.

Subsequent Action: OIG recommended the Department establish a centralized warehouse for storing excess furniture; also establish Bureau requirements for annual planning of furniture purchases. Due to funding limitations, the Department feels that implementation of a centralized warehouse system is not feasible and prefers an alternative system of having a central point in the Washington area where all furniture could be controlled. The Department agreed with OIG that each Bureau should establish a non-expendable property listing for furniture items under $300 as required by Interior Procurement Management Regulations (IPMR).

Organization: General Accounting Office (GAO)

Title and Date: Protection and Prompt Disposal Can Prevent Destruction of Excess Facilities in Alaska, September 12, 1980 (LCD-80-96)

Major Findings: GAO found excess facilities on withdrawn land not being protected and maintained; extensive deterioration and vandalism have occurred while property was awaiting disposal; long delays in the disposal process allowed excess property to become essentially worthless.

Subsequent Action: BLM generally endorsed GAO's recommendation to establish and follow a specified time schedule for determining whether excess property should be returned to the public domain or transferred to GSA for disposal. To assure delays in BLM review of relinquished withdrawn properties do not result in destruction or loss of property, BLM offices will be instructed to give priority to those properties with improvements.

d) Audits Planned

Organization: Office of the Inspector General
Title: Motor Vehicle Utilization and Management Procurement Administration

Organization: Office of the Inspector General
Title: Review of BLM's Financial Management System

e) Evaluations Underway

Organization: Bureau of Land Management, Department of Interior

Title and Date: Budget Development and Execution, October 6, 1980

H.3. LAW ENFORCEMENT

a) Program Description

A concerted law enforcement effort on the public lands began shortly before the passage of FLPMA. The Wild Free Roaming Horse and Burro Act of 1971 provided basic authority for the hiring of BLM's first special agents. Amendments to the Sikes Act of 1974 and other subsequent special acts added additional authority in specified areas. But it was the passage of FLPMA that gave BLM general law enforcement authority covering all its lands.

The legal jurisdiction on the public lands is proprietary[1] in nature. Therefore, State law applies to the public lands and their resources. BLM completely relies on State and local enforcement officials to enforce those laws, which is the major portion of law enforcement on the public lands.

BLM relies on three separate levels for its total law enforcement program:

1) Contracts and cooperative agreements with State and local law enforcement agencies that provide requested law enforcement services.

2) Special agents, i.e., criminal investigators, who investigate major violations of Federal laws pertaining to the public lands. They are also responsible for total program coordination and liaison with State and local law enforcement officials.

3) Rangers, uniformed employees with law enforcement authority, are assigned only to the California Desert Conservation Area. Their main contribution to the law enforcement program is preventing violations by providing a high visibility through patroling the public lands.

BLM law enforcement specialists estimate that 85% of their work involves crimes against property, including wild horses. Something of the value and diversity of public land resources can be seen in the list of cases which special agents have investigated in the last five years: timber theft, wild horse killing and theft, desert land entry fraud, removal and theft of cactus for commercial use, mineral theft, range arson, theft and destruction of coral on the Outer Continental Shelf, destruction of recreation sites, trespass on public lands, removal or defacement of antiquities, and public lands survey marker destruction.

In 1980, BLM employed 17 rangers and 28 special agents, all well-trained in law enforcement. Many of them have degrees in some phase of public land management and all have completed an eight-week police school at the Federal Law Enforcement Training Center or its equivalent.

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1 having less than absolute and exclusive right

b) Progress Report

Major investigations are underway regarding:

- o Thefts of Federal coal in Alabama;
- o Fraudulent manipulation of the oil and gas lottery program;
- o Theft of native desert vegetation in the Southwest; and
- o Abuse of the Wild Horse and Burro Adoption Program.

Convictions have been obtained in all these areas and several were precedent setting.

In addition to criminal violations that require law enforcement actions, there are numerous cases of unauthorized use that are not criminal in nature, but are administrative or civil problems. Unauthorized use accounts for nearly 80% of all violations of regulations or laws that are used to administer the public lands.

Therefore, BLM has established the Resource Protection Staff to deal with all aspects of violations, either criminal or civil. The law enforcement section is responsible for all criminal violations, whereas the unauthorized use section is responsible for all civil violations. This arrangement provides for complete integration of the Resource Protection Program in natural resource management as suggested by the Law Enforcement Program Analysis of October 1978.

c) Issues

Experience indicates that the penalties for violations of regulations developed under FLPMA are too severe and not consistent with penalties for similar violations in the National Park Service and U.S. Forest Service. This situation was publicly discussed at a Federal Land Policy and Management Act Symposium sponsored by the University of Arizona. Following the publication of the symposium, Senator Henry Jackson introduced legislation (S-2209) to amend the penalty section of FLPMA. This legislation passed the Senate, however, it was tabled by the House committee. Amendment of the penalty section is still needed.

During FY 80 BLM worked with the National Advisory Board to develop a national policy concerning "Unauthorized Use." The policy will be implemented through employee training, directives, new regulations, and manual revisions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services
Field Administrator: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act, 43 U.S.C. 1701 et seq. especially 1733, P.L. 9-579; Taylor Act, 43 U.S.C. 315, P.L. 73-482; Sikes Act, 16 U.S.C. 670, P.L. 95-420; Wild Free Roaming Horse and Burro Act, U.S.C. 1331-40, P.L. 92-1951; Land and Water Conservation Fund Act of 1965, 16 U.S.C. 406b, P.L. 88-5758; National Trails Act, 16 U.S.C. 1061-64, P.L. 59-209; Antiquities Act, 16 U.S.C. 433, P.L. 59-209; Unlawful Enclosure Act, 43 U.S.C. 1061-64, P.L. 48-149; Act of June 3, 1878, 16 U.S.C. 604-606; Archaeological Resources Protection Act of 1979, 16 U.S.C. 470aa et seq., P.L. 96-95; 18 U.S.C. Crimes and Criminal Procedures especially 47, 111, 641, 1601, 1361, 1510, 1851, 1861; Bureau of Land Management Appropriation Authorization of 1978, P.L. 95-352.

3) Funding	1979	1980	1981
Authorization ($000's)	1,100	2,213	3,028
Appropriation ($000's)	871	923	1,312 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Administration and Law Enforcement
Subactivity: Law Enforcement

5) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	569	873	924	1,711
Work Years	16	16	19	22

6) Performance	1979 Actual	1980 Actual	1981 Planned
Work Units			
Cooperative Agreements	23	34	52
Cases Investigated	484	524	750

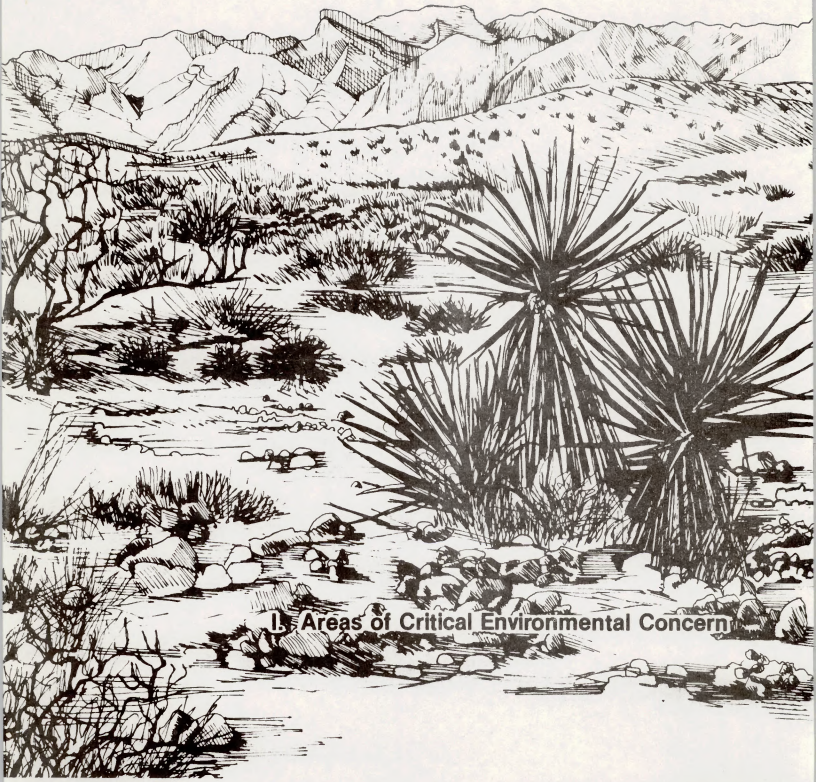
e) Audits Planned

Organization: Office of the Inspector General
Title: Review of Firefighting Equipment and Supplies

f) Relationship to Other Programs

Although the law enforcement program is relatively small and BLM does not forsee a need for a large program, a public awareness of this program and effective protection of public lands and resources is essential to the accomplishment of the goals and policies contained in the legislation under which the BLM operates.

Thus, other programs such as cultural resources, rangeland management and wildlife management all depend on an effective law enforcement program to protect public resources.



I. Areas of Critical Environmental Concern

I.1. AREAS OF CRITICAL ENVIRONMENTAL CONCERN

a) Program description

In response to several recommendations by the Public Land Law Review Commission, the Congress provided a specific management mandate for "areas of critical environmental concern" (ACEC's) which Congress defined as:

> "[areas] . . . within the public lands where special management attention is needed (when such areas are developed or where no development is required) to protect and prevent irreparable damage to important historical, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards."

The Federal Land Policy and Management Act (FLPMA) also provided that the identification of ACEC's be given priority in the "inventory of all public lands and their resources and other values" but that such identification "shall not, of itself, change or prevent change of the management or use of public lands" [section 201(a)].

In the legislative history of FLPMA, Congress made clear that it viewed ACEC's as special places within the public lands.

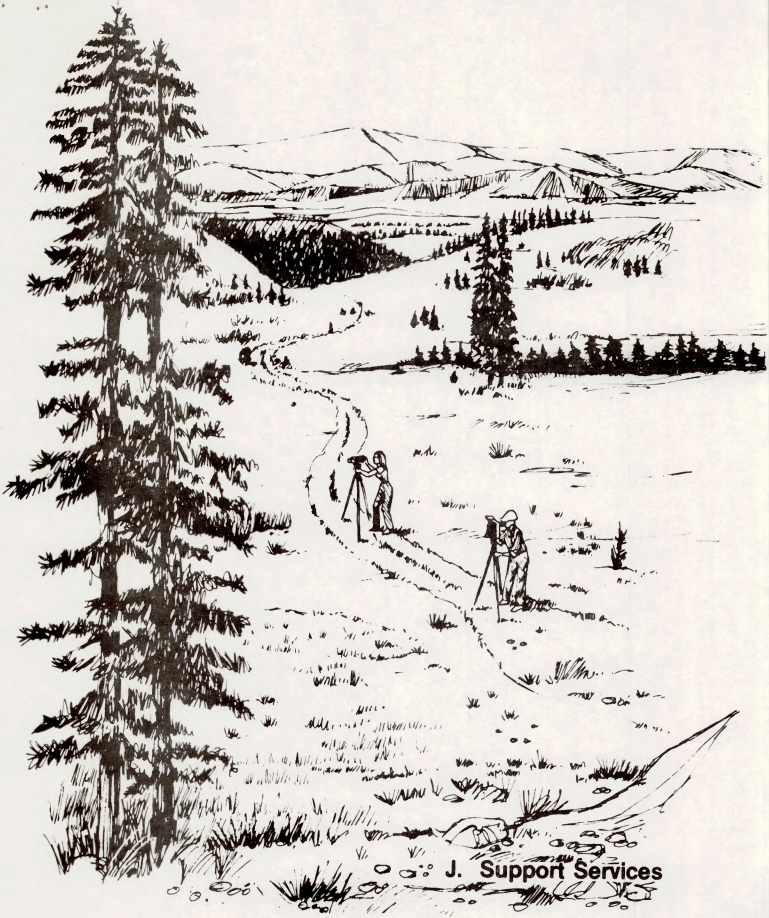
On June 6, 1979, BLM published in the Federal Register its draft policy and procedural quidelines for a process to identify, designate, and manage ACEC's. This provided for ACEC identification and management to be accomplished through BLM's on-the-ground resource management planning process as an integral part of each resource program's inventory and planning function. Under the draft quidelines, an approved Resource Management Plan constituted the official designation of an ACEC. BLM would thus be committed to managing the resource(s), value(s), or hazard(s) for which the area was designated in accordance with ACEC's special management requirements. The management policy would allow compatible multiple uses, including commodity production to the extent they do not unduly risk life or safety or cause irreparable damage to the ACEC resources or values being protected.

b) Progress Report

During the 90-day public review of the draft guidelines for ACEC identification, designation, and management, BLM received letters from the general public, organizations, and government agencies identifying approximately 106 separate issues. Issues were analyzed and, where appropriate, modifications were incorporated into final ACEC guidelines which were published in the Federal Register on August 27, 1980.

Subsequently, there have been two final ACEC designations and numerous proposed designations. On October 2, 1980, the BLM New Mexico State Office published in the Federal Register its approved decision to designate two ACEC's -- Simon Canyon and the Central Peloncillo Research Natural Area. In the proposed plan for the California Desert Conservation Area there are 75 recommended ACEC's. Other District Offices are in the process of analyzing nominated ACEC's as part of their on-going resource management planning efforts. While the final

ACEC guidelines provided general policies and procedures for identifying, designating, and managing ACEC's, they stated that more detailed procedural guidance would be issued if and when it was determined to be necessary.



J. Support Services

J.1. FIRE MANAGEMENT

a) Program Description

The Fire Management Program shares with the rest of BLM the broad purpose of protecting and enhancing the resources of the public lands in order to preserve their capability to meet the resource needs of the Nation. More specifically, BLM is responsible for protecting property and natural resource values on the public lands from wildfire; rehabilitating areas damaged by wildfire; and ensuring that "prescribed burning" designed to accomplish a variety of resource management objectives is safely conducted and controlled.

BLM carries out these responsibilities on approximately 440 million acres, including some land administered by other Federal agencies, States, and private parties. It contracts with other Federal, State, and private agencies to protect roughly 6 million acres of this total. Approximately 220 million acres-half the total--are in Alaska.

BLM has entered into cooperative agreements on fire suppression with other agencies and fire suppression resources not being used by BLM are available to the National Park Service, Fish and Wildlife Service, Bureau of Indian Affairs, and the Forest Service upon request. States may also benefit from this arrangement where agreements have been negotiated.

The Boise Interagency Fire Center (BIFC) in Idaho serves as BLM's fire suppresion support center for maintaining and mobilizing interagency firefighting resources. It is usually called upon when fires get beyond the control of local BLM, Forest Service, Bureau of Indian Affairs, Fish and Wildlife Service, or National Park Service officials. BIFC also houses a fire training development center for firefighters from all parts of the country, a communications monitoring and weather command station, and a center for equipment development and research.

Recent trends show an increase in the number of person-caused fires and a decrease in the acreage burned--for two reasons. First, increased use of public lands has raised the incidence of fire even though fire prevention programs have kept the rate of this increase lower than the rate of increased use. Second, in 1972, BLM modified its priorities from combating large "disaster" fires and improved both its initial attack capabilities and early fire-detection systems. Consequently, most wildfires are now brought under control sooner and the acreage burned is less than in the past.

BLM's plans for carrying out its fire management responsibilities are contained in Normal Fire Year Plans developed for each BLM District. In the Normal Fire Year Plan, BLM categorizes all public lands into classes of fire problems, based upon historical data of fire occurrence, the value of resources threatened by fire and the estimated behavior of a fire. Plans for resolving the fire problem of each class are then developed, tested and evaluated for effectiveness. The final force structure and equipment needs displayed in the plan become the basis for the annual budget. BLM's comprehensive Normal Fire Year Plan was completely updated in 1979. As techniques for controlling fire have improved, all Federal agencies having

wildfire suppression responsibilities have been able to adopt new procedures to use fire as a resource management tool. Prescribed burning is used to enhance wildlife habitat, improve range forage mixes, improve watersheds, improve the visual backdrop, and remove forest harvest residue, as well as many other applications.

b) Progress Report

For BLM in the West, the 1980 calendar year fire season could be best described as average. The fire season saw 2,439 fires with a total acreage burned of 572,218 acres.

BLM's 1980 achievements were as follows:

1) The Automatic Lightning Detection System (ALDS) which was completed in 1979 was improved by the addition of video terminal display on a test basis. The map production and lightning strike location information is outstanding on the new images.

2) BLM tested a non-pressurized version of the water expansion fire suppression equipment with excellent results.

3) BLM developed a new fire qualification standard for initial fire suppression forces.

c) Issues

Prescribed burning is a new tool in BLM's stock of resource management techniques. Only recently has fire control know-how and technology reached a point at which fire can be set for positive purposes with confidence. Resource managers have long known that prescribed burning is a cost-effective way of controlling the growth of brush on rangelands, limiting competition from undesirable plantlife, improving wildlife habitat, and limiting the buildup of flammable debris. BLM has been studying the effects of fire on various ecosystems and has prepared a handbook of guidelines for the use of prescribed burning. Although technical problems remain, public awareness is now the major difficulty.

The passage of Alaska Section d-2 legislation will transfer the majority of the currently administered BLM land to other Interior agencies, Natives, and the State of Alaska. BLM has provided the major fire suppression to all lands in Alaska, including some State and private lands because BLM already needed to maintain a large fire organization to accomplish its mission. Further legal requirements written into the Alaska Native Claims Settlement Act specified the Federal Government would provide fire suppression until the lands were "income producing."

With the implementation of provisions in Section d-2, BLM will manage less than 100 million acres and will have an annual fireload of approximately 65-75 fires. Other Interior agencies will manage approximately 140 million acres with a fireload of 150-200 fires per year. The State of Alaska lands will have a fireload of approximately 100 to 150 fires per year. With this fireload, BLM cannot continue to dedicate approximately one-fifth of its fire budget to protect BLM lands in Alaska.

New technology presently exists to allow fire suppression organizations to locate forces in areas having a probability of high fire ignition potential. The system can provide the location of the lightning strike, the associated weather conditions, the type of fuel the strike hit, the calculated survival of the ember, and the rate of spread. The components of this system are all proven working systems. The remaining problems are the acquisition of the dedicated computer necessary to calculate the fire danger information and distribute the information.

The fire management program is being accelerated to provide the use of fire as a tool to modify vegetation. Fire, which is a relatively natural method of vegetative manipulation, is being used more and more due to restrictions placed on other methods. In order to achieve resource management objectives with fire, a plan must be developed which will provide the desired results yet accomplish the burn under controlled conditions. This planning effort is time consuming and requires an extensive background in fire control as well as a background in fire effect on natural resources.

d) Budget and Performance Analysis (Fire Management)

The cost of suppression of major wildfires and subsequent rehabilitation work is traditionally reimbursed by the Congress in the following budget year.

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services
Field Administrators: State Directors and District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1732; Timber Protection Act of 1922, P.L. 67-315, 16 U.S.C. 594; Reciprocal Fire Protection Agreement Act of 1955, 43 U.S.C. 1856 a-d; Bureau of Land Management Appropriation Authorization of 1978, P.L. 94-352, 43 U.S.C. 1748

3) Funding

	1979	1980	1981
Authorization ($000's)	12,300	15,752	18,422
Appropriation ($000's)	12,745	8,710	9,476 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Renewable Resources Management
Subactivity: Fire Management

5) Program Costs	1979 Actual	1980 Actual	1980 Planned	1981 Planned
Dollars ($000's)	10,637	8,710	9,755	9,305
Work Years	229	220	208	193

6) Performance

Activity Plans (number)	7	8	11	14
Hazard Reduction (number)	3	61	51	45

Firefighting and Rehabilitation

6) Funding	1979	1980	1981
Authorization ($000's)	As Needed	As Needed	As Needed
Appropriation ($000's	49,600	49,750	49,750 (to date)

7) Appropriation Structure

Title: Management of Lands and Resources
Activity: Firefighting and Rehabilitation

8) Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	54,570	4,750	43,380	4,750
Work Years	1,339	--	1,228	--

9) Performance (calendar year)

Number of Fires	2,334	N/A	2,439	N/A
Acres burned	71,134	N/A	572,218	N/A

e) Relationship to Other Programs

Reducing overall fire damage and the use of prescribed fire prevents damage to existing resources and provides a cost-effective way of achieving a number of resource management objectives. Other social objectives such as avoidance of resource loss and maintenance of public safety are served by an effective fire management program. It appears certain that more costly alternatives than prescribed burning will limit the rate at which the goals of other programs may be achieved.

J.2. DATA MANAGEMENT

a) Program Description

BLM initiated a study in 1974 to determine its data management requirements for resource and administrative programs. The result of this study, known as the "Strategic Plan for Information Systems Management," is the principal BLM guide for developing data systems and calls for a 7 to 12 year effort to improve data storage, manipulation, and analysis.

If sufficient resources are made available to implement the plan, BLM's data management capabilities will include: 1) a series of data banks to replace voluminous existing files; 2) easier access to data by headquarters and field offices; 3) capability for remote entry, update, and retrieval of data; 4) availability of textual, numeric, and graphic material in the format desired by the user; 5) the capability to identify conflicts in management resource plans; 6) land use and yield trend information; 7) word processing; and 8) production of year-end and other periodic reports.

FLPMA gave BLM a strong legislative mandate for comprehensive land-use planning, a mandate that was further underscored by the Public Rangelands Improvement Act in 1978. To comply with the mandate and in response to a rapidly growing need for analysis of large amounts of data, BLM is in the process of expanding its automated capability for gathering, storing, processing, and retrieving resource and other information. This program therefore includes telecommunications and remote sensing as well as the traditional automatic data processing elements.

The computer systems being developed will support one or more of the program functions related to management of lands, range, forestry, watershed, wildlife, recreation, minerals, cadastral survey, fire protection, roads and trails, access, transportation and rights-of-way, personnel, property, and financial management. Under the concept advocated by the Commission on Federal Paperwork and being implemented by BLM, all information storage, manipulation, and retrieval capabilities are managed as an integrated set of activities.

In summary, an efficient information management system is essential to the efficient and effective accomplishment of BLM's resource management and public service responsibilities.

b) Progress Report

1) Automatic Data Processing

Work continues in making the new 66/80 Honeywell Computer fully operational. Many equipment problems had to be resolved and this caused some delays in accomplishments in our various programs.

Through the mining claim recordation on-line system, BLM has recorded just over one million mining claims on the public lands. In FY 1980, 480,000 claims were received and 510,000 were recorded. There are approximately 140,000 claims yet to be entered into the automated system.

Micrographics equipment has been installed in nine State Offices. Several of these offices have eliminated the data entry backlog for mining claims and are on a pipe-line basis. In these states, special emphases are being placed on microfilming the mining claim documents and returning the paper to the claimant. This process will produce space savings of 94% or space costs of approximately $120,000 during FY 81.

The Soil Vegetation Inventory Method (SVIM) data were processed for part or all of 20 different survey areas. These data will be used for calculating grazing capacities and forage allocation alternatives for animals grazing on public lands. This information will be used in planning, required environmental impact statements, and the decision process for the rangeland management program.

The Trial Project and Survey Record System development in the state of Oregon is about 50% complete. This is a cooperative project with the U.S. Forest Service. The survey portion is finished and is now being tested. The second portion of the system is the land statute, which is under development.

The development of greater data processing capability in the State Offices is nearly 40% complete. This involves giving the State Office "stand alone" computer capability, in addition to its being linked with the host computer in the Denver Service Center.

2) Remote Sensing

In FY 80, field work and data acquisition were completed as part of a three-year interagency program to test the remote sensing capabilities of an environmental satellite series (LANDSAT) as a tool in renewable resource management. The final report for the Alaska test site has been published. Final product evaluation and reports on results in Arizona and Idaho are in process.

c) Issues

BLM is three years behind the 1975 schedule for implementing the Strategic Plan for Information Systems. The delay was caused by several higher priority programs, such as SVIM, Mining Claims Recordation System, and development of the four-year authorization.

The Strategic Plan will be updated during FY 81 to reflect current strategy and technology. This will include the detail required, systems analysis, systems development, and data collection involved in development of the various systems for the Strategic Plan. The complete redesigning and development of the Simultaneous Oil and Gas Drawing Entry System is needed to streamline the process and prevent fraud in this system. Work will proceed in FY 81 on this.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director for Services
Field Administrators: State Directors and Director, Eastern States Office

2) Authorization Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1711, 1731, 1732, 1781; Bureau of Land Management Appropriation Authorization of 1978, P.L. 94-352, 43 U.S.C. 1748

3) Funding

	1979	1980	1981
Authorization ($000's)	16,600	19,183	22,883
Appropriation ($000's)	16,535	14,990	18,714 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Planning and Data Management
Subactivity: Data Management

5)

Program Costs	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	11,010	14,990	15,588	16,286
Work Years	253	280	298	283

6)

Performance	1979	1980	1981
Office Installation of Data Processing Equipment (mini-computers)	8	11	---
Office Installation of Terminal Equipment	125	200	42
Office Installation of Data Communication Networks	11	5	5

e) Audits Completed

Organization: Office of the Inspector General (OIG)

Title and Date: OIG Audit Report - Review of Selected Aspects of BLM's Mining Claim Recordation System, April 1980. (C-LW-LLM-2-79)

Major Findings: OIG found that a high percentage of errors in the system was caused by 1) lack of adequate, uniform

and detailed data entry instructions; 2) failure to provide effective control to ensure compliance with uniform data entry requirements.

Subsequent Action: BLM action to correct these system errors are as follows: 1) BLM will review all data entered into the system in conjunction with adjudication of claims; 2) data will be checked for errors prior to entry into the system to ensure quality of input; 3) improve security of the system by changing password at unannounced periods; and 4) BLM prepared an Organic Act Directive for expediting adjudication of mining claims.

f) Evaluations Underway

Organization: Bureau of Land Management, Department of Interior

Title and Date: Automatic Data Processing (ADP), October 6, 1980

g) Relationship To Other Programs

The ability to store, analyze amd transform data into information that is useful for making decisions is critical to the responsible management of public lands and resources. Each BLM program has unique information needs and depends on an adequate data storage and analysis system to accomplish its goals. Of even greater importance is the role of information and modern analytical techniques in reaching management decisions where multiple use (interdisciplinary) considerations exist. Thus, the ability of BLM to respond to its several legislative and policy mandates is dependent on a sound data management program.

J.3. CADASTRAL SURVEY

a) Program Description

A cadastral survey marks and defines the legal boundaries of a tract of public land by establishing monuments, or corner marks, on the ground and recording their location in field notes and plats. As such, they serve as the basis for patents and other documents used for conveyance when public lands pass out of Federal ownership and for overall administration and management of lands retained in Federal ownership. Also included in the Public Land Survey System (PLSS) are Federal boundaries on the Outer Continental Shelf. BLM acquired responsibility for the administration and execution of cadastral surveys when the General Land Office was merged with the Grazing Service to form BLM in 1946.

Legally defensible boundaries are essential for identification of ownership so that the classification, management, and wise use of the public lands can proceed. They are needed to define management and use areas, to permit the development of resources without infringing on non-Federal property, and to prevent trespass or the illegal use of Federal lands, minerals, and resources. Legal property descriptions are required for public land transfers, energy development, easement acquisition, timber sales, and grants of right-of-way, and these transactions depend upon timely cadastral surveys.

As BLM has changed from a land disposal to a land management agency, the traditional task of defining land tracts for sale or transfer has changed as well. While the job of conducting rectangular surveys remains, Cadastral Survey also resurveys areas where markers have disappeared or where an original survey is questionable and surveys are as needed to define them for special protection and management.

Depiction of cadastral information on a base is done through the use of cartographics. The accurate portrayal of land records and status on a geographically referenced base is of prime importance to land managers, both public and private. Many of the BLM mapping requirements are satisfied through cooperative efforts with other Federal agencies.

b) Progress Report

Original survey work remains a major program element in Alaska, where 90 percent of all original-survey work is now performed. The Alaska Statehood Act of 1958 required the transfer of 104 million acres of Federal lands to the State within 25 years. The task of surveying those lands was compounded by the Alaska Native Claims Settlement Act of 1971 (ANCSA), which provided for a grant of 40 million acres of Federal land to the State's Eskimos, Indians, and Aleuts, as well as for the designation of additional acreage as national parks, wildlife refuges, national forests, and wild and scenic river areas. Before title to any of this land can be transferred to Natives or to State and Federal agencies, boundaries must

be surveyed, private rights identified, and municipal boundaries and specialized sites defined.

Including other legislative survey requirements, BLM has completed roughly 65 million or 44% of the 149 million acres of survey work in Alaska required under the Alaska Statehood Act and the Alaska Native Claims Settlement Act prior to land transfers to the State and to Native groups. This does not include the additional millions of acres of boundary surveys for national parks, forests, wildlife refuges, and wild and scenic rivers which will be necessary when Congress acts to identify them. Other complex survey tasks for the future include the identification of mining claims, offshore surveying to establish the statutory three-mile limit necessary for defining oil and gas rights, and the survey of lakes and rivers to establish riparian rights. Total unsurveyed acreage in Alaska is estimated at over 300 million acres.

The magnitude of survey needs in Alaska spurred BLM to find new survey technologies. One such device is the Auto-Surveyor, an inertial guidance system which can identify exactly an in-flight aircraft's longitude-and-latitude position. Another tactic to increase BLM's survey capabilities has been the extensive use of contractors to perform large scale area surveys in Alaska.

New survey technologies and contract surveys are less useful in the Lower 48 States, where original survey work is about 80 percent complete. However, some new technologies are being tested in Colorado pilot projects to determine if they can be advantageously used in the Lower 48 States. About 85 percent of the cadastral surveys in the contiguous United States are performed to support resource management programs rather than for land conveyances.

Much of Cadastral Survey's work in the Lower 48 States is performed on a reimbursable basis for other Federal agencies. BLM performs surveys for the U.S. Forest Service, Bureau of Indian Affairs, National Park Service, the Water and Power Resources Service, U.S. Fish and Wildlife Service, the Department of Defense, and occasionally the Department of Justice, in descending order of workload.

Of these agencies, the Forest Service, which manages almost 188 million acres of forest land, has by far the greatest survey needs. In 1958, it began a boundary survey program of its own, and since FY 70 the Forest Service survey program has expanded considerably. Unless approved by BLM, Forest Service surveys do not carry the full weight of Federal law and do not become part of the public land records system. BLM and the Forest Service have signed a Memorandum of Agreement (MOA) which cites the conditions under which personnel of the Forest Service can execute field surveys under BLM special instructions and official approval. The MOA will provide an efficient means through which cadastral surveys of the two agencies will be coordinated and expedited. A similar MOA has been signed by BLM and the National Park Service.

c) Issues

The primary issue facing the Cadastral Survey is the backlog of land which has never been surveyed. Over 300 million acres of the United States have never received the necessary survey for the legal recordation of property lines. Of this land, approximately half is parks and similar areas where a boundary survey would be sufficient instead of the more time consuming "rectangular" survey. But even with these shortcuts, it is estimated that it will take hundreds of years to complete the surveys at the current level of spending. Both internal and external audits, program evaluations, and other investigations undertaken over the last decade have identified staffing, funding, interagency coordination, workload, planning, and organizational problems in the Cadastral Survey Program. In July 1978, the House Appropriations Committee requested an investigation of the cadastral survey programs of the Department of the Interior and the U.S. Forest Service. The report issued by the Survey and Investigations Staff on February 6, 1979, recognized the importance of the Cadastral Survey Program to all Federal resource management programs and found "the BLM has been inadequate in meeting the needs of resource program managers, not only in BLM, but in other agencies," and that "BLM will never be able to respond satisfactorily to the survey needs of other agencies unless the Cadastral Survey Program in the Lower 48, particularly the portion of it addressing the needs of other agencies, is given higher priority." In its interim response to the congressional report, BLM replied, "The problem is not one of assigning high priority. The problem is the basic where-with-all to meet those high priority needs."

BLM is addressing these problem areas and in November 1978, before the release of the House report, BLM's Office of Program Evaluation initiated its own comprehensive review of the Cadastral Survey Program. Following the release of the House report, this effort was replaced by a study team made up of Task Forces on interagency coordination and cooperation, contracting and authorities, and management and organization, which was instructed to prepare a comprehensive response, to the investigative report. An interim report was issued in the Spring of 1979. A final report was presented to Congress in March 1980.

d) Budget and Performance Analysis Alaska Program

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services
Field Administrators: Director, Alaska State Office

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, 43 U.S.C. 1711, 1728, P.L. 94-579; Bureau of Land Management Appropriations Authorization of 1978, 43 U.S.C. 1748, P.L. 95-352; Alaska Native Claims Settlement Act of 1971, 43 U.S.C. 1612, P.L. 92-203; Alaska Act of Admission as amended, 48 U.S.C. 2, P.L. 85-508

3) Funding

	1979	1980	1981
Authorization ($000's)	N/A	11,092	11,312
Appropriation ($000's)	10,077	11,320	11,760 (to date)

4) Appropriation Structure

Title: Management of Land and Resources
Activity: Cadastral Survey
Subactivity: Alaska Survey

5) Program Costs

	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	7,539	10,966	10,943	11,010
Work years	127	140	93	93

Acres Required to be Surveyed	Through FY 80	Estimate FY 81	Remaining to be Surveyed	Surveys Planned for Completion by
ANCSA (44,000)	26,930	3,140	13,930	1985
State Selections (104,450)	43,437	50	60,963	1995
All Other (226,854)	40,000	2,000	184,854	2000+
Total (375,304)	110,367	5,190	259,747	

e) Budget and Performance Analysis Lower 48 States

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services
Field Administrator: Director, Denver Service Center & Directors, State Offices

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, 43 U.S.C. 1711, 1738, P.L. 94-579; Bureau of Land Management Appropriation Authorization of 1978, 43 U.S.C. 1748, P.L. 95-352; Act of May 18, 1796, (1 Stat. 465)

3) Funding

	1979	1980	1981
Authorization ($000's)	11,900	11,101	11,481
Appropriation ($000's)	8,710	13,040	13,746 (to date)

4) Appropriation Structure

Title: Management of Lands and Resources
Activity: Cadastral Survey
Subactivity: Lower 48 States

5) Program Costs

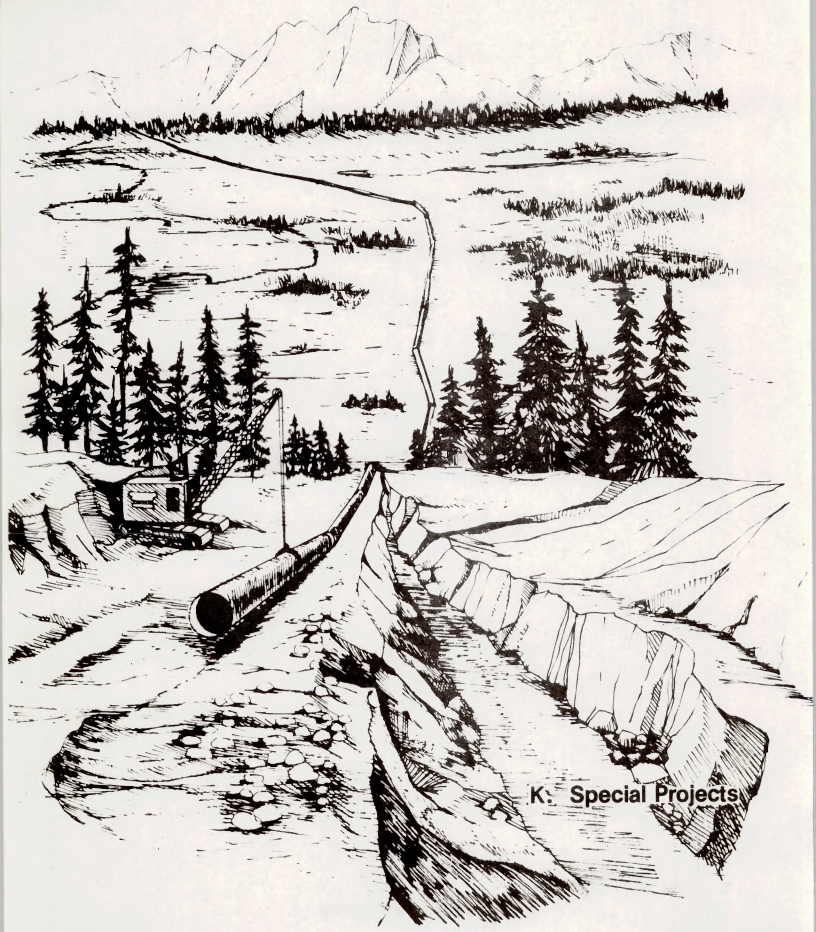
	1979 Actual	1980 Planned	1980 Actual	1981 Planned
Dollars ($000's)	12,829	12,640	15,720	13,112
Work Years	426	440	238	237

6) Performance

Work Units	1979 Actual	1980 Actual	1981 Planned
Cartography (number)	235	323	371
Original Survey (miles)	404	344	135
Resurveys (miles)	10,285	5,811	5,616
Special Surveys (miles)	79	232	28
Remonumentation (number)	498	840	100

e) Relationship to Other Programs

The number of private individuals, government entities and resource managers who rely on legal surveys to define the areal extent of their ownership, management and use authority is quite large. All of these individuals and managers are affected by the existence and timeliness of surveys. BLM's capability to resolve ownership and boundary questions and assist all managers in defining and implementing management decisions is dependent upon its capability to conduct cadastral surveys.



K. Special Projects

K.1. Program Description

BLM is responsible for administering energy development projects and nonenergy projects on or crossing public lands. Thus, BLM also has lead responsibility for environmental analysis of projects involving authorization for public land use. These projects may have regional, national, or international significance needing high-level Bureau, Departmental, and interagency guidance and coordination. The Office of Special Projects (OSP), reporting to the BLM Director, was created to provide this critical executive guidance.

The Office of Special Projects consists of two offices: 1) The Headquarters Office, located in Washington, D.C., is responsible for overall management and coordination of BLM's, and in some cases, the Department's efforts to manage special projects assigned to OSP by the Director. 2) The Special Projects Environmental Impact Team (SPEIT) is a group of technical and administrative personnel responsible for preparing and processing EIS's on special projects. Although located in Denver, Colorado, to be close to the projects, SPEIT is a part of the Headquarters Office.

The focus of activity is on those projects of a regional nature requiring significant inter-Departmental policy and procedural coordination for the development of major, non-Bureau initiated facilities. Normally, all actions from the time of designation as a special project through publishing the final environmental statement will be managed by OSP.

The OSP is also involved in management of sensitive projects which are assigned by the Director. Emphasis is placed on major interstate reimbursable projects and on proposals for major energy facility developments. Nonenergy projects may also be designated as special projects. To be considered for designation as a special project, a proposal should include one or more of the following characteristics:

- Is identified as having a key, quantifiable role in meeting national energy goals;
- Is proposed or processed by virtue of a legislative act specifically for the project;
- Requires extensive coordination and consultation at executive levels above the Bureau;
- Is an integral part of a larger project of national significance which is the responsibility of another agency;
- Involves more than one BLM State Office's jurisdiction and is of social or economic importance on a regional, national, or international scale;
- Is an early effort in an issue area and likely to set precedents or establish standards for quality; and
- Is likely to attract major political or legal attention.

Projects presently assigned to OSP include:

Alaska Natural Gas Transportation System (ANGTS)

Energy Transportation Systems, Inc. (ETSI) Coal Slurry Pipeline

Northern Tier Pipeline

MX Missle System

Allen-Warner Valley Energy System

San Juan Basin Action Plan

Rocky Mountain Pipeline

Windfarms, Ltd.

Trans-Alaska Crude Oil Pipeline (TAPS)

The progress and issues of these projects are discussed in the following sections.

K.2. ALASKA NATURAL GAS TRANSPORTATION SYSTEM (ANGTS)

a) Progress Report

The ANGTS is a project to transport natural gas from Prudhoe Bay, Alaska, via a 48-inch pipeline to markets in the lower 48 states. ANGTS will also transport natural gas from sources in Canada. The 4,790-mile pipeline system includes 741 miles in Alaska, 2,021 miles across Canada splitting into western and eastern legs north of Calgary, Alberta, 911 miles of the western leg extending south to the San Francisco area, and 1,117 miles of the eastern ("northern border") leg extending from Montana to a point south of Chicago, Illinois. The pipeline is designed to carry about 2.4 billion cubic feet of natural gas daily. The ANGTS is estimated to cost about $25 billion and will be the largest privately-financed construction project ever undertaken. It is scheduled for completion in 1984. The eastern leg is the subject of a suit filed by the State of North Dakota and joined by South Dakota to determine State authority in route selection.

A supplementary grant has been issued for the microwave towers in Montana. The Northern Border Pipeline Company is tentatively planning to start construction in May, 1981.

On December 1, 1980, the Secretary of the Interior signed the right-of-way grant for the Alaska portion of the ANGTS. In March of 1980, the right-of-way grant for a portion of the western leg was issued, with construction expected to start early in 1981. The eastern leg right-of-way grant has not yet been resolved, but is expected to be early in FY 81.

b) Issues

Financial arrangements have yet to be completed for the Alaska segment sponsored by Northwest Alaskan Pipeline Company. Any financial arrangement involving owners of the gas will require legislation to amend the law authorizing ANGTS.

K.3. ENERGY TRANSPORTATION SYSTEM INC. (ETSI) COAL SLURRY PIPELINE

a) Progress Report

This coal slurry pipeline is designed to carry 37.4 million tons of coal per year through a 46" buried pipe. The total length is in excess of 1,800 miles originating with five coal mines in Wyoming and serving six power plants in Oklahoma, Arkansas, and Louisiana. It will cross six miles of BLM land and 26 miles of Forest Service land.

The Draft Environmental Impact Statement was issued by the Office of Special Projects November 7, 1980, on schedule. The final EIS is scheduled for May 8, 1981. Public hearings on the DEIS were conducted in eight States during December 1980.

b) Issues

The prime issue is 20,000 acre-feet of water to be extracted annually from the Madison formation, located beneath the States of Wyoming, Nebraska, Montana, and South Dakota. Socioeconomic impacts and eminent domain constraints are also prominent issues. The decision on this right-of-way grant will help to resolve questions relating to transportation of coal by coal slurry pipelines and railroads.

The Office of Special Projects (OSP) has managed the project since the office was established. OSP developed third party contracting techniques and initiated a system of quality control in the development of the DEIS.

K.4. NORTHERN TIER PIPELINE

a) Progress Report

The Northern Tier Pipeline is designed to carry crude oil from the Pacific Coast to refineries of the northern tier and midwestern States. It will extend about 1,500 miles from a marine terminal at Port Angeles, Washington to existing pipeline connections at Clearbrook, Minnesota. The pipeline will initially carry 700,000 barrels per day (b/d), with eventual capacity of 930,000 b/d. Construction time is estimated at about two years and could start during 1981.

On January 17, 1980, the President accepted Interior's recommendations and issued his decision in favor of Northern Tier (over three alternatives), contingent on hooking up with Puget Sound refineries and a showing by Northern Tier of adequate financing. Northern Tier received the right-of-way grant from Interior within 92 days of the President's decision (April 21, 1980). If Northern Tier fails to acquire adequate financing or its Washington State permit, Trans Mountain Pipeline Company would be offered the same opportunities afforded Northern Tier under the provisions of Title V of the Public Utility and Regulatory Policies Act of 1978. This would mean an alternative route from Low Point, Washington to Edmonton, Canada and then to an existing distribution system that would supply essentially the same refineries as Northern Tier.

The Energy Facility Site Evaluation Council (EFSEC) for the State of Washington is presently conducting contested case hearings. Completion is estimated in the spring of 1981, at which time a recommendation will be forwarded to the Governor, who then has 60 days to make the siting decision.

c) Issues

Interior and Justice Department solicitors have been working since early summer 1980, in preparation for lawsuits filed against the U.S. by: 1) No Oil Port, Inc.; 2) the lower Elwha Band of Klallam Indians; and 3) Port Angeles and Clallam County. Challenges in this suit deal with the Public Utilities and Regulatory Policies Act (1978) decisionmaking process and the National Environmental Policy Act (1969) procedures. The Justice Department filed a motion for summary judgment on September 15 and the judge ruled in favor of the Federal Government in early February 1981.

OSP acquired management responsibilities for Northern Tier after the Final EIS was published and served as liaison to the Montana State Office to issue the right-of-way grant within 92 days. These OSP responsibilities are essentially over, and the project is not on the FY 81 Critical Issues Management System schedule.

K.5. MX MISSILE SYSTEM

a) Progress Report

The MX Missile System is an Air Force proposal to improve the survivability and capability of our land-based intercontinental ballistic missile (ICBM) force. The Air Force has concluded that this survivability is best achieved by a multiple protective shelter (MPS) system. This concept requires that each of 200 mobile MX missiles be moved among 23 shelters within its cluster, resulting in a large number (4,600) of shelters. The Air Force proposes that these missiles and shelters be located in either the Nevada/Utah (preferred), the Texas/New Mexico area, or split between these two locations. The Department, and specifically BLM, is involved because the Air Force proposes to locate the system largely on public lands in Nevada/Utah or Texas/New Mexico. The Air Force-developed schedule calls for the land to be available for construction in March/April 1982. The Draft EIS was filed in December 1980.

b) Issues

1) Socioeconomic Effects

Because of the complex nature of the system and the anticipated construction activity, the broad range of socioeconomic impacts has been identified as a major concern. The addition of 15,000 to 25,000 construction workers to sparsely populated rural areas will perhaps quadruple population and place unusually heavy demand on local governments to provide needed services. There is great concern at the State and local level about who will pay for up-front capital costs.

2) Competition with Energy Development Projects

The MX system will cause prices for material and labor in the region to escalate. Pressures are already building on these from current energy development, including the Intermountain Power Plant, the proposed Allen-Warner Valley and White Pine power plants, coal gasification, oil shale, tar sands, geothermal, and oil and gas development in the Overthrust Belt. Proposed energy projects, critical to reducing the nation's dependence on imported oil, may no longer be economical once these higher costs are applied.

3) Water

Water supply is always a concern in the West. The demand for water, both during and after construction, will be evaluated in light of supply. Decisions on allocation of water are a responsibility of the States.

4) Grazing

Grazing on public lands is presently being evaluated to identify areas of overuse. Construction activities and operation of the system may

reduce lands available for ranching, and provide competition for ranching labor.

5) Mineral exploration

Mineral exploration, development, and production could be affected by the construction and placement of missile shelters in high potential mineral locations. Mineral surveys and studies are being conducted to locate exploitable mineral deposits before construction begins.

6) General environmental

The BLM role with the MX missile system proposal is one of a cooperating agency. OSP has coordinated extensively with the Air Force in the preparation of the EIS. Agreements have been and will continue to be developed to define agency roles and responsibiltities. OSP and BLM will work with the Air Force to draft legislation to submit to Congresss on land withdrawal and management of the public lands. Site-specific environmental assessments by BLM will be undertaken before construction begins. Special attention will be given to the two major operating base sites. At the Coyote Springs, Nevada site, preferred by the Air Force, there is a conflict with a wilderness study area designated by BLM.

K.6. ALLEN-WARNER VALLEY ENERGY SYSTEM

a) Progress Report

The Allen-Warner Valley (A-WV) Energy System is a cooperative venture by seven parties who propose to develop a complex energy system involving two power plants, a coal slurry pipeline system, a coal field, a water project, and a transmission line system in Utah, Arizona, Nevada, and California. The Nevada Power Company (NPC), the Southern California Edison Company (SCE), the Pacific Gas and Electric Company (PG&E), and the City of St. George, Utah, four of the participants, would own the coal slurry pipelines and electrical generating and transmission components of the system. Utah International, Inc. (UII), would mine its own existing coal leases, as well as those held by Nevada Electric Investment Company. The water projects would be owned by the Washington County (Utah) Water Conservancy District. Approximately 85% of the power produced by the system would be consumed in the California utilities (SCE and PG&E) service areas.

One coal-fired steam-electric generating plant, Harry Allen, would be located 25 miles northeast of Las Vegas, Nevada and the other plant, Warner Valley, would be located 13 miles southeast of St. George, Utah. Approximately 10 million tons of coal would be mined (underground and surface) annually from the Alton coal field, near Kanab, Utah, and transported 170 miles in slurry form via a 12-inch pipeline to the Warner Valley plant and a 22-inch pipeline to the Harry Allen plant. About 10,000 acre-feet of deep ground water would be used annually to transport the slurried coal to the power plants. Cooling water for the Warner Valley plant would be supplied from a 55,000 acre-feet off-stream reservoir, a component of the water project, which receives its water from diversions from the Virgin River.

Transmission facilities would include: 1) a 138-KV line from the Warner Valley plant to the St. George substation; 2) a double circuit 345-KV line betwen the Warner Valley and the Allen plants; 3) two 230-KV lines from the Allen plant to the Pecos substation near Las Vegas, Nevada; and 4) two 500-KV lines from the Allen plant to the Lugo substation near Victorville, California.

BLM (Utah State Office) completed and issued the Final Environmental Impact Statement (EIS) on November 14, 1980 (three days ahead of schedule). On January 15, 1981, the Secretary of the Interior authorized the use of public lands for the Harry Allen Power Plant, a coal slurry pipeline to the power plant, and transmission facilities through the California Desert Conservation Area within the Interstate 15 utility corridor. Decisions on the Warner Valley Power Plant and the water project are postponed pending a decision on the air quality permit by EPA and until discussions between the FWS and the Washington County Conservancy District concerning the woundfin minnow are concluded.

b) Issues

1) Air Quality

Siting of both power plants involves air quality concerns. In early January 1981, EPA issued a notice of its intent to issue a Prevention of Significant

Deterioration (PSD) permit for the Harry Allen Power Plant. A final decision is expected in March 1981. The Warner Valley power plant could exceed Class I air quality standards and could reduce visibility in Zion National Park. In October 1980, EPA issued a notice of intent to deny the PSD permit for the 500 MW Warner Valley Power Plant. Since that time, NPC has requested consideration of a 250 MW plant and EPA has reopened the record for either size plant. EPA is currently evaluating the information provided by NPC. EPA is expected to issue its notice of intent to deny or approve in March or April of 1981.

2) Threatened and Endangered Species

The dwarf bearclaw poppy would be affected by construction of the Warner Valley reservoir and by indirect impacts resulting from the increased human population. The woundfin minnow would be affected by the reduction of Virgin River flows as water is diverted into the off-stream reservoir. Mitigation of these impacts would require, in the case of the poppy, management of 200 acres of land specifically for the plant species; the minnow would be protected by maintaining a specified flow in the Virgin River. Maintaining these flows would reduce the amount of water that could be diverted into the reservoir and could limit the amount of water available for cooling purposes at the Warner Valley power plant.

3) Water

Extraction of deep ground water for coal slurry purposes could affect existing wells and springs near the Alton coal field. Full information on impacts is not available. UII has instituted a drilling program to obtain this information. Before the project could be constructed, the Utah State Engineer would have to grant water rights and allow the export of Utah's water to the Harry Allen power plant in Nevada.

4) Southern Utah Coal Unsuitability Petition

The Office of Surface Mining Reclamation and Enforcement (OSM) has been petitioned by the Environmental Defense Fund, Sierra Club, Friends of the Earth, and seven Alton area landowners to declare certain lands within the Alton coal area, the proposed coal source for the A-WV energy system, as unsuitable for all or certain types of mining under Section 522 of the Surface Mining Control and Reclamation Act. The petition alleges that reclamation following mining would not reestablish suitable vegetation cover, thus adversely affecting wildlife, soils, aesthetic values, and climatic conditions. The petition also alleges that mining operations would adversely affect Bryce Canyon National Park and Dixie National Forest through degradation of visibility, air quality, and scenic vistas, and that topographic formations in the park would be threatned to a degree that would be unacceptable. The petition further alleges that mining would result in a substantial loss or reduction of water supply and of food and fiber products, and that conservation and the development of alternative energy sources could provide a greater energy yield than the A-WV energy system.

OSM analyses support conclusions that revegetation reclamation could be successful, but that blasting noise and impairment of visibility would result in a short-term intrusion on the Bryce Canyon National Park recreation experience during active mining. The analyses also find that pumping groundwater from the Navajo Sandstone could affect, over the long term, local water supplies and possibly diminish the flow of the Virgin River.

On December 16, 1980, the Secretary of the Interior designated those Federal lands in the petition area visible from Bryce Canyon National Park as unsuitable for surface mining.

5) Need for the Project

The participants have indicated a need for the 2,500-MW powerplant for load growth purposes. Independent analyses, however, indicate a need for 2,135-MW in 1990, primarily for reduction of oil-fired generation. Analyses also indicate that there is no demonstrated need for the water project for municipal uses through the year 2000. There is a need for supplemental irrigation water to offset a moisture deficit in July and August in the St. George area.

6) Conservation and Alternative Energy Sources

One of the alternatives to the energy system is conservation and the development of alternative energy sources. It would involve the implementation of an intensive conservation and load management program in the NPC and the City of St. George service areas. In the service areas of PG&E and SCE, existing programs would be accelerated. Full implementation of this alternative, as analyzed in the EIS would meet all the power needs of the applicants in the year 2000.

The total capacity represented by energy savings and displacement in this alternative would be approximately 6,000 megawatts in 1991. If this capacity would be utilized to reduce oil-fired generation, it would be equivalent to approximately 58 million barrels of oil per year.

K.7. SAN JUAN BASIN ACTION PLAN (BISTI)

a) Progress Report

This is a complex project in Northwest New Mexico encompassing: a 2,000-MW coal-fired generating power station (by Public Service of New Mexico); a new town site for employees (exchange); Preference-Right Lease Applications for coal; a regional coal leasing sale, in 1983; National Monument expansion; power transmission and water line rights-of-way permits for instate power transmission and nonculinary water lines. The applicant plans to submit a complete project proposal application in early 1981.

The BLM New Mexico State Director has established a steering committee to oversee and direct the development of the complete San Juan Basin Action Plan. OSP serves as Washington coordinators of the project.

b) Issues

The proposed project area has extensive vestiges of ancient cultures and animals, covering or enmeshed in coal. How to extract the coal and save the relics? Which surface areas must be reserved for viewing by future generations? Those considerations must be coupled with National Park proposals, occupancy trespass, grazing of livestock, power lines and roads (access), town site developments, and people pressures.

K.8. ROCKY MOUNTAIN PIPELINE PROJECT (RMPP)

a) Progress Report

The Rocky Mountain Pipeline Project is a proposal to construct a 36-inch gas pipeline from southwest Wyoming across Utah, Nevada to Needles, California for a total of 610.18 miles. The pipeline has a designed capacity of about 800,000 thousand cubic feet per day (Mcfd) with initial start-up proposed for 413,000 (Mcfd).

BLM and The Federal Energy Regulatory Commission (FERC) are jointly preparing a draft EIS scheduled for release in July 1981. To date, two major alternatives have been identified for the EIS. One, across Nevada and down the Owens Valley in California, is considered a route alternative. The second, a systems alternative makes use of looping existing and proposed ANGTS pipeline in Idaho, Oregon and California. Construction is proposed to start in November 1981 and be complete within one year.

b) Issues

1) Route alternative issues center around Strawberry Reservoir in Utah and Las Vegas in Nevada.

2) The systems alternative may be in conflict with the Western Delivery System and the ANGTS from Stanfield, Oregon to San Francisco, California, requiring additional looping and larger diameter pipe.

K.9. WIND FARMS LTD.

a) Progress Report

Wind Farms Limited has applied for right-of-way permits in San Gorgonio Pass, Riverside County, California, to erect an initial 20 wind generating machines (each with a 4 megawatt capacity, 200' high, with a 300' blades) to generate 80 megawatts, spaced at 80 acre intervals. Eventually they plan to build 80 generating machines for a total 320-MW capacity.

BLM is working to develop a wind energy policy in cooperation with the Department of Energy. The Office of Special Projects will work with the California Energy Commission to formulate procedures and a suitable format for the EIS.

b) Issues

A letter of intent to file a right-of-way application, submitted by U.S. Wind Power for San Gorgonio Pass shows some overlap with Wind Farms LTD.'s applications. How do we deal with multiple applications for the same site? More important should the wind energy source be leased (such as we do for coal, oil, and gas), rather than permitted through a right-of-way grant? How can diligent development be encouraged and speculation for public land sites be controlled?

K.10. TRANS-ALASKA PIPELINE SYSTEM (TAPS)

a) Progress Report

On January 23, 1974, the Secretary of the Interior signed the right-of-way grant for the 789 mile Trans-Alaska Pipeline to deliver crude oil from its source at Prudhoe Bay on the north slope of Alaska via a 48-inch pipeline to the ice-free port of Valdez on Prince William Sound. Construction was completed in 1977 and the pipeline started transporting crude oil to tankers in Valdez for distribution to ports in the conterminous 48 States.

The Trans-Alaska Pipeline is designed for a peak flow of 2 million barrels a day. The present flow rate is 1.5 million barrels a day.

b) Issues

The Alaska BLM Office of Special Projects continues to monitor compliance with the stipulations. Primary emphasis is on suspected pipeline settlement areas, corrosion protection, crude oil leak detection systems, earthquake monitoring system, and coordination between Alaska Pipeline Service Company and Northwest Alaskan Pipeline Company where the two pipelines and the two companies' activities are in close proximity to each other.

V. Appendix

BLM Organizational Structure

The Bureau of Land Management was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934) as set forth in the President's Reorganization Plan 3 of 1946. Since 1946, BLM has evolved into a decentralized, line and staff organization. The last page of this Appendix is an organizational chart of BLM.

BLM Headquarters Office, in Washington, D.C., is headed by the Director and Associate Director. They are supported by three Deputy Directors who function as line officials and who, together with the Director and Associate Director, provide top-level executive leadership and management.

The Headquarters Office develops and translates executive, legislative, and judicial policy into specific sets of programs to pursue national goals on a consistent basis throughout the BLM's field organization.

It identifies policy and decision needs for the mid- and long-term future and provides support to Secretarial Officials in coordination of BLM programs with those of other Federal, state, and local governments. The Headquarters Office also assures that program responsibilities delegated to other BLM units are being fulfilled according to established policies and procedures.

There are 12 State Offices each headed by a State Director. These offices are the intermediate supervisory and administrative offices responsible for all land and resource programs within their geographic area of responsibility. Each BLM State Office administers a geographic area which generally conforms to State boundaries and consists of one or more States. The map shows the location of the State Offices. These offices are responsible for planning, developing, and managing renewable and nonrenewable resources programs, and for maintaining relations with the public and with a variety of organizations. The acreage which State Offices manage ranges from seven million acres of public lands in Montana to about 200 million in Alaska. The Eastern States Office in Alexandria, Virginia, manages approximately 60,000 acres in states which border on or are east of the Mississippi River and is responsible for mineral leasing on 24 million acres of Federal reserved mineral ownership.

At the local level, some 55 District Offices develop and carry out resource management work programs. Each office has responsibility for a portion of the geographical area under the jurisdiction of the State Office. Districts are the basic field component of BLM and are headed by a District Manager.

In Alaska, the Fairbanks District covers about 150 million acres, and the Anchorage District covers 52 million acres. In the lower 48, the largest districts, the California Desert and the Las Vegas, Nevada Districts, contain over 12 million acres each. The smallest is Dickinson in North Dakota with 62 thousand acres. The average size of a district in the lower 48 is about three million acres, or an area about the size of Connecticut.

A district is divided into Resource Areas. The chief officer of an Area Office is the Area Manager, who has responsibility for day-to-day resource management activities and implementation of on-the-ground actions for use of the public lands. Resource Areas range in size from roughly 50 million acres in Alaska to about 7,000 surface acres in the Oklahoma City Resource Area.

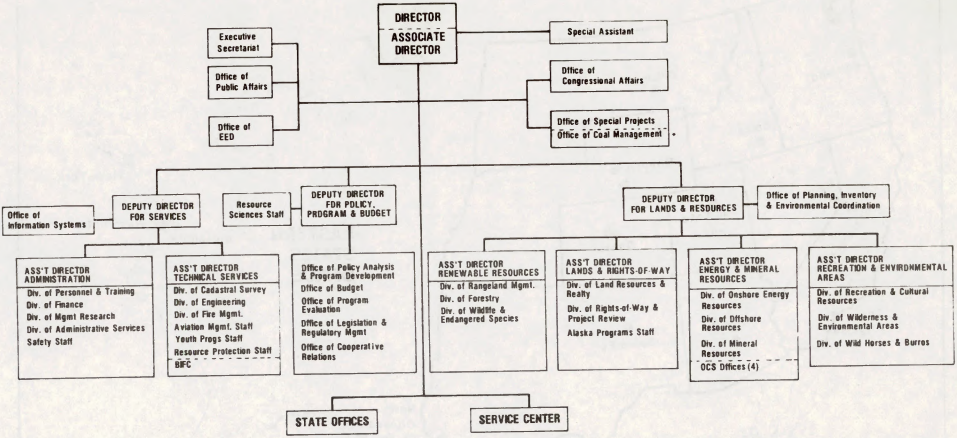
There are 162 Area Offices in BLM, many of them sharing office locations with District Offices, 51 being detached Resource Area Headquarters in more remote locations.

Two Field Offices provide special support: The Denver Service Center and the Boise Interagency Fire Center. The Denver Service Center provides consolidated administrative support to State and District Offices and, to some extent, to the Washington Office. It is also charged with gathering, storing, and retrieving natural resource inventory data and adapting scientific and technological concepts to field use. The line official of the Service Center is a Director who reports to the BLM Director in Washington.

The mission of the Boise Interagency Fire Center (BIFC) is to pool interagency fire fighting resources and deploy them when wildfires get beyond the control of local BLM, Forest Service, Bureau of Indian Affairs, Fish and Wildlife Service, and National Park Service officials. The responsible BLM official is the BLM Director, BIFC. BIFC has a permanent work force which is supplemented by additional personnel as fire conditions dictate.

Four Outer Continental Shelf (OCS) Offices are responsible for field-level staff work for OCS oil and gas leasing. This consists of two major efforts: developing environmental statements and conducting lease sales. The offices are in Anchorage, Los Angeles, New Orleans, and New York. Their Managers report to the Assistant Director of Energy and Mineral Resources in Washington.

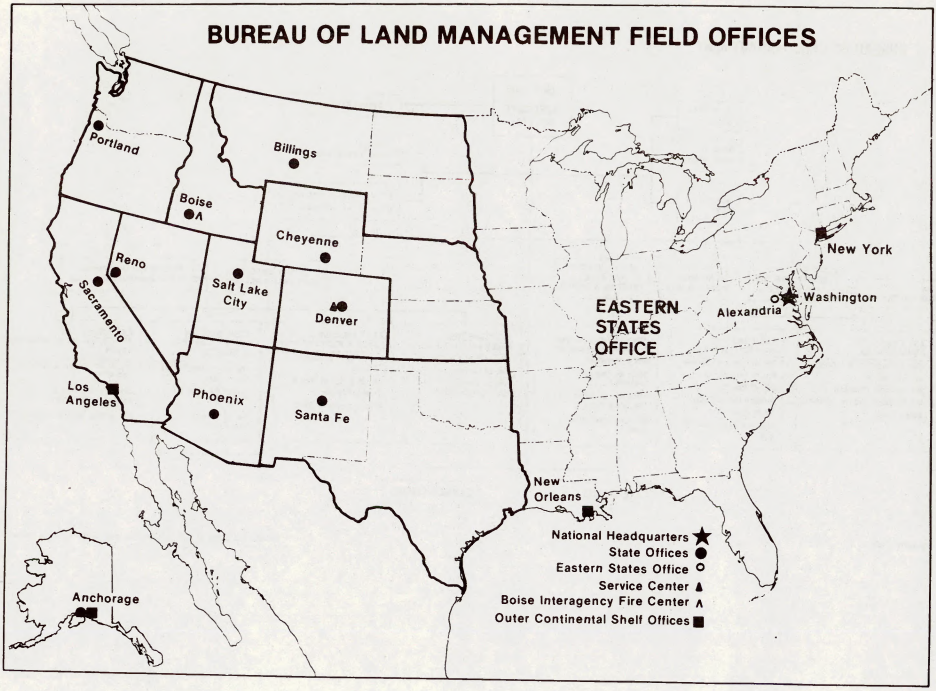
BUREAU OF LAND MANAGEMENT



Revised 6/80

* Includes the Office of Coal Management until Coal Program is Operational

BUREAU OF LAND MANAGEMENT FIELD OFFICES



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